Home Office

Country Information Note
France: Safe third country

Version 2.0

February 2026

Executive summary

France is listed as a safe third country under Part 2(2) of Schedule 3 of the Asylum and Immigration (Treatment of Claimants, etc.) Act 2004 (2004 Act).

An irrebuttable statutory presumption applies under Part 2(3)(2), which means that France must be treated as a place where a person's life and liberty would not be threatened for one of the reasons in the 1951 Refugee Convention and as a place from which a person would not be removed in contravention of the Convention. A rebuttable presumption applies under Part 2(3)(1A). This means that, unless a claimant can demonstrate otherwise, France must be treated as a place where a person's rights under Article 3 of the European Convention on Human Rights (ECHR) would not be breached, and they would not be removed in contravention of the Convention.

France is a state party to 8 of the 9 core international human rights instruments, is a member of the Council of Europe (CoE), has ratified the ECHR and other CoE conventions protecting fundamental rights, and is a founding member of the European Union. France is also a signatory to the 1951 Refugee Convention and to the 1967 Protocol Relating to the Status of Refugees. France's 1958 constitution provides the power to grant asylum. The principle of non-refoulement is enshrined in international and regional legal frameworks to which France is a signatory.

France has a clearly defined refugee status determination (RSD) process, with publicly available information about how to claim asylum and the services and support available. Claimants are screened for vulnerabilities including health conditions, trauma and trafficking. Vulnerable people can request additional support during interviews and their needs are taken into account when assessing reception conditions. Asylum seekers have the right to be accompanied by a lawyer or a member of an authorised association during their asylum interview and interpreter services are available throughout the RSD process. If their asylum claim is rejected, they can request free legal assistance at the appeal stage.

Asylum seekers are entitled to accommodation and receive an allowance. Accommodation is state funded but managed through a semi-public company (Adoma) or awarded via tender to non-governmental organisations (NGOs). Those who are not accommodated free of charge receive an additional daily allowance. There have been challenges with meeting demand for asylum accommodation. Since 2020, 2 judgments of the European Court of Human Rights (ECtHR) have held that France breached its obligations under the ECHR in respect of the provision of accommodation. However, limited instances of ECHR breaches in specific circumstances is not illustrative of a systemic failure in the provision of asylum accommodation. Part of the UNHCR's advisory role includes monitoring access to reception conditions for asylum seekers.

During the first 3 months of an adult's stay in France, they have access to urgent healthcare. After this 3-month period, all residents – including asylum seekers – are entitled to full healthcare coverage through France's 'universal health protection' system (PUMa). Children have access to full healthcare upon arrival. During the 3-month waiting period for access to PUMa, urgent care is provided via the emergency departments or healthcare access centres (PASS) located in hospitals. The PASS provide care for people who are in precarious situations, including patients who are vulnerable or who are unable to pay for treatment. PASS also provide mental health services.

The threshold in Article 3 medical cases is very high. The UK Supreme Court case of AM (Zimbabwe) [2020] UKSC 17 affirmed the threshold as set out in the ECtHR case of Paposhvili v Belgium [2017] Imm AR 867. From these cases, a person needs to show there are substantial grounds for believing that they would face a real risk of being exposed to a serious, rapid and irreversible decline in their state of health resulting in intense suffering or a significant (substantial) reduction in life expectancy as a result of the absence of appropriate medical treatment or lack of access to such treatment in the country of return. Treatment for such a condition is almost certainly provided under the healthcare framework which supports people until they reach the 3-months residency required for full healthcare coverage. As per Part 2(2) and Part 2(3)(1A) of Schedule 3 to the 2004 Act, unless a claimant can demonstrate otherwise, France must be treated as a place where a person's rights under Article 3 ECHR would not be breached.

While PUMa gives asylum seekers and refugees the same entitlement to mental healthcare as French citizens, capacity and language barriers can hinder access in practice. However, NGOs provide support to asylum seekers and refugees, including interpretation services and access to medical care (including mental healthcare). Despite difficulties in accessing mental healthcare, there does not appear to be a general or systemic unwillingness or inability to provide support to those who need it.

The US State Department (USSD) publishes an annual Trafficking in Persons report. Throughout the 5-year period 2021 to 2025, the USSD assessed France as having the highest tier ranking, meaning that the Government of France fully met the minimum standards for the elimination of trafficking. France has ratified international anti-trafficking instruments and the penal code criminalises human trafficking.

Potential victims of trafficking (VoT) are informed of the possibility of cooperating with law enforcement efforts but are also told that this process is separate from their asylum application and not a prerequisite for granting of international protection. VoT are supported by a network of specialised NGOs and this support is not dependent upon cooperation with law enforcement officials. Data on the number of VoT who receive support varies depending upon source and definition. A survey of NGOs who work with VoT reported that in 2024, NGOs identified 7,304 victims of exploitation and/or trafficking and 4,823 victims received individual support. The support provided by NGOs includes accommodation, mental health services and legal assistance.

Those granted international protection are given either refugee status or subsidiary protection. In 2024, France made 141,911 first-instance decisions and granted over 38%. The protection rate increased to 49% after appeal.

Those granted refugee status or subsidiary protection are entitled to the same social security benefits and social housing as French nationals. Refugees receive a residence permit, valid for 10 years, which provides the right to live and work in France, and after 10 years they have the right to permanent residence and naturalisation. Those granted subsidiary protection receive a 4-year residence permit, which is renewable.

Those refused international protection can appeal to the National Court of Asylum (CNDA). Decisions taken by the CNDA may be challenged before the Council of State. Between 2021 and 2024, CNDA decided over 60,000 appeals each year, with an allowed appeal rate that was consistently around 20%.

Those subject to removal can be detained or placed under house arrest. Detention is time limited. Persons detained are notified of the reasons for their detention and how they can challenge the decision.

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About this note

Section updated: 16 February 2026

1. Purpose

1.1.1 This Country Information Note (CIN) is to support Home Office decision makers when considering whether it is safe to return a person from the UK to France under the terms of the Treaty.

1.1.2 Decision makers **must** consider all claims on an individual basis, taking into account each case's specific facts.

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2. Legal framework

2.1.1 Section 80B(1) of the Nationality, Immigration and Asylum Act 2002 (NIAA 2002) provides that a person's asylum claim can be declared inadmissible if they have a specified connection (under 80BC) to a third country which is assessed as safe. Section 80B(4) NIAA 2002 defines when a third country is considered safe for a claimant.

2.1.2 If an asylum claim is declared inadmissible, Schedule 3 of the Asylum and Immigration (Treatment of Claimants, etc.) Act 2004 (2004 Act) must then be considered, to determine whether the claimant may be removed from the UK to a country where they are not a national.

2.1.3 France is listed as a safe third country under Part 2(2) of Schedule 3 of the 2004 Act. An irrebuttable statutory presumption applies under Part 2(3)(2), which means that France must be treated as automatically safe in relation to claims of persecution, with no requirement for the Home Office to consider claims on a case-by-case basis. Under Part 2(3)(2), France must be treated as a place where a person's life and liberty would not be threatened for one of the reasons in the 1951 Refugee Convention (race, religion, nationality, membership of a particular social group or political opinion), and as a place from which a person would not be removed in contravention of the Convention.

2.1.4 A rebuttable presumption applies to France under Part 2(3)(1A). France must, unless a claimant can demonstrate otherwise, be treated as a place where a person's rights under Article 3 of the ECHR would not be breached and from where they would not be removed in contravention of the Convention. This means that while France is presumed to be safe in relation to human rights claims, the Home Office will consider evidence to the contrary in individual cases.

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3. Additional information

3.1.1 This note must be read together with other Home Office guidance:

- Inadmissibility: safe third country cases
- Considering Human Rights Claims
- Medical claims under Articles 3 and 8 of the European Convention on Human Rights (ECHR)

3.1.2 And other related information:

- UK/France: Agreement on the Prevention of Dangerous Journeys

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List of acronyms

AIDA	Asylum Information Database
ANSM	National Agency for the Safety of Medicines and Health Products
CADA	Centre d'Accueil pour Demandeurs d'Asile (asylum accommodation centre)
CESEDA	Code on Entry and Residence of Foreigners and the Right of Asylum
CHI	Complementary health insurance
CNDA	Cour nationale du droit d'asile (National Court of Asylum)
CoE	Council of Europe
CRA	Centre de rétention administrative (administrative detention centre)
CRP	Centres régionaux du psychotraumatismes (regional psycho-trauma centre)
CSS	Complémentaire santé solidaire (supplementary health insurance for low-income people)
EC	European Commission
ECRI	European Commission against Racism and Intolerance
GoF	Government of France
GRETA	Group of Experts on Action against Trafficking in Human Beings
GUDA	Guichet Unique de Demande d'Asile (asylum application centre)
MGE	Ministry of Gender Equality and the Fight against Discrimination
MIPROF	Interministerial Mission for the Protection of Women against Violence and the Fight against Trafficking in Human Beings
MoI	Ministry of Interior
NGO	Non-governmental organisation
OFII	French Office for Immigration and Integration
OFPRA	French Office for the Protection of Refugees and Stateless Persons
PASS	Permanence d'accès aux soins de santé (healthcare access centres to assist vulnerable people)
PUMa	Protection universelle maladie (universal health coverage)
SHI	Social health insurance
SSER	Ministerial Statistical Service of the Ministry of Justice
SSMSI	Ministerial Statistical Service for Internal Security
TiP	Trafficking in persons
UNHCR	United Nations High Commissioner for Refugees (UN Refugee Agency)
USSD	United States Department of State
VoT	Victim of trafficking

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Country information

About the country information

This section contains publicly available or disclosable country information (COI) about the asylum system and linked human rights issues in France. The COI has been gathered, collated and analysed in line with the research methodology.

The structure and content follow a Terms of Reference which sets out the general and specific topics relevant to the scope of this note.

This document is intended to be comprehensive but not exhaustive. If a particular event, person or organisation is not mentioned this does not mean that the event did or did not take place or that the person or organisation does or does not exist.

The country information included was published or made publicly available on or before **16 February 2026**. Any event taking place or report published after this date is not included.

Throughout this note websites and reports in the French language have been translated to English using an online translation tool unless stated otherwise.

Decision makers must use relevant COI as the evidential basis for decisions.

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4. Asylum/refugee law

4.1.1 France is a signatory to the 1951 UN Refugee Convention, and to the 1967 Protocol Relating to the Status of Refugees[1]. France's 1958 constitution provides the power to grant asylum[2]. The main legislation relevant to asylum is the Code on Entry and Residence of Foreigners and the Right of Asylum (CESEDA)[3].

4.1.2 The Pact on Migration and Asylum is an EU legislative package aimed at reforming the Common European Asylum System (CEAS). The Pact entered into force in June 2024, with a two-year transitional period with full implementation expected by summer 2026[4].

4.1.3 The European Commission (EC) described the Pact on Migration and Asylum as '… a set of new rules managing migration and establishing a common asylum system at EU level… They build on and amend previous reform proposals in the area of migration, offering a comprehensive approach that aims at strengthening and integrating key EU policies on migration, asylum, border management and integration…'[5]

4.1.4 The EC set out the legislation underpinning the Pact on Migration and Asylum:

Asylum Procedure Regulation - establishes a common EU-wide procedure for deciding international protection claims.

[1] UNHCR, States Parties to the 1951 Convention and its 1967 Protocol, updated 17 April 2015
[2] Conseil Constitutionnel, Constitution of 4 October 1958 (Article 53(1)), 4 October 1958
[3] Forum Réfugiés, Overview of the legal framework, updated 11 June 2025
[4] European Relations, Briefing: The CEAS reform and its national implementation, 16 October 2025
[5] EC, Pact on Migration and Asylum, 21 May 2024

Asylum and Migration Management Regulation - replaces the Dublin III Regulation and sets rules for determining which member state is responsible for examining an asylum application.

Qualification Regulation - replaces the Qualification Directive. Harmonizes the criteria for granting refugee status or subsidiary protection and defines the rights and obligations of beneficiaries.

Reception Conditions Directive - sets minimum standards of assistance for asylum seekers, including housing, healthcare, and education, to ensure adequate living conditions across the EU.

Screening Regulation - introduces a uniform screening process at EU borders.

Eurodac Regulation - expands the existing database to manage irregular migration and asylum applications.

Crisis and Force Majeure Regulation - provides special rules and support mechanisms for handling migration crises or exceptional events.

Return Border Procedure Regulation - establishes procedures for handling asylum applications which are rejected at the border.

Union Resettlement and Humanitarian Admission Framework Regulation - creates a common EU framework for safe and legal pathways to the EU[6].

4.1.5 The principle of non-refoulement is enshrined in international and regional legal frameworks to which France is a signatory[7] [8]. At the national level, the principle is protected by Book V 'Right of asylum and other international protections' in CESEDA[9].

4.1.6 For more information on the French legal framework relevant to asylum procedures, protection, reception conditions, and detention, see the June 2025 report by Forum Réfugiés, a French refugee advocacy association[10] published on the Asylum Information Database (AIDA)[11].

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5. Protection status framework

5.1 Refugee status and subsidiary protection

5.1.1 Service-Public (the French government's official website for information about a person's rights and obligations and administrative procedures[12]) confirmed in July 2024 that, 'There are two forms of asylum protection: refugee status and subsidiary protection'[13].

5.1.2 Service-Public also provided information on the different eligibility criteria for refugee status and subsidiary protection[14].

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[6] EC, Legislative files in a nutshell, 4 June 2024
[7] EUFRA, Scope of the principle of non-refoulement... evolving areas of law (pages 13 to 15), 2016
[8] EUR-Lex, Regulation (EU) No 604/2013 of the European Parliament and of the ..., 29 June 2013
[9] GoF, Code on the Entry and Residence of Foreigners and the Right of Asylum, updated 5 Nov 2025
[10] Forum Réfugiés, About us, no date
[11] Forum Réfugiés, Overview of the legal framework, updated 11 June 2025
[12] Service-Public, Home, no date
[13] Service-Public, Refugee status, subsidiary or temporary protection: what differences?, 5 July 2024
[14] Service-Public, Refugee status, subsidiary or temporary protection: what differences?, 5 July 2024

5.2 Safe country concept

5.2.1 Forum Réfugiés noted that France applies the concept of safe countries of origin, and that under French law a country is considered safe 'if it ensures respect for the principles of freedom, democracy and the rule of law, as well as human rights and fundamental freedoms.'[15] Forum Réfugiés explained that applications from safe countries of origin are processed under an accelerated procedure[16]. The French Office for the Protection of Refugees and Stateless Persons (OFPRA) described the eligibility criteria for the accelerated procedure and how the procedure operates[17]. The list of designated safe countries of origin was last updated on 2 July 2021[18]

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5.3 Family reunification

5.3.1 A person who has been granted refugee status or subsidiary protection in France can bring their spouse (married, civil or common-law partner, aged 18 or over) and minor children, to France[19]. Unmarried minors, who are granted refugee status or subsidiary protection, may apply for family reunification for their parents and unmarried minor siblings[20].

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6. Refugee status determination (RSD) process

6.1 Roles and responsibilities

6.1.1 The UN Refugee Agency (UNHCR) noted that 'In France, the national authorities are the ones responsible for processing applications for asylum (international protection) and deciding whether a person can benefit from protection.'[21] Service-Public confirmed in July 2024 that, '[OFPRA] has sole jurisdiction to grant [refugee status and subsidiary protection] in France...'[22]

6.1.2 Forum Réfugiés listed the authorities involved at each stage of the asylum process[23]:

Stage of the procedure	**Competent authority (EN/FR)**	
Application at the border	Border Unit, OFPRA	Division de l'asile à la frontière, OFPRA
Application on the territory	Prefecture /French Office for Immigration and Integration (OFII)	Préfecture /Office Français de l'Immigration et l'Intégration (OFII)
Dublin procedure	Prefecture	Préfecture
Accelerated procedure	OFPRA	OFPRA
Refugee status determination	OFPRA	OFPRA

[15] Forum Réfugiés, Asylum Procedure (section F.1 – Safe country of origin) 11 June 2025
[16] Forum Réfugiés, Asylum Procedure (section F.1 – Safe country of origin) 11 June 2025
[17] OFPRA, Accelerated Procedure, no date
[18] OFPRA, Liste des pays d'origine sûrs (List of safe countries of origin), March 2023
[19] Service-Public, Family reunification, 28 January 2022
[20] Service-Public, Family reunification, 28 January 2022
[21] UNHCR, Apply for asylum in France, no date
[22] Service-Public, Refugee status, subsidiary or temporary protection: what differences?, 5 July 2024
[23] Forum Réfugiés, Asylum Procedure (section A.3 – List of authorities …) 11 June 2025

Stage of the procedure	Competent authority (EN/FR)	
Appeal	National Court of Asylum (CNDA)	Cour nationale du droit d'asile (CNDA)
Onward appeal	Council of State	Conseil d'Etat
Subsequent application (admissibility)	OFPRA	OFPRA
Revocation/withdrawal	OFPRA	OFPRA

6.1.3 In correspondence with the Home Office, dated 24 July 2025, a representative of UNHCR France stated:

'In France, UNHCR works to ensure that asylum-seekers, refugees, and stateless persons can effectively access their rights by monitoring reception conditions, supporting the asylum system, and promoting legal and policy alignment with international standards. While it does not process asylum claims or provide direct aid, it plays a key role in strengthening protection through advocacy, training, capacity development, technical support, while working with national institutions, civil society, legal professionals, the private sector, and refugee community.'[24]

6.1.4 UNHCR's most recent submission to the United Nation's (UN) Universal Periodic Review (UPR) of France was made during France's 3rd UPR cycle (the UNHCR submission is dated June 2017)[25].

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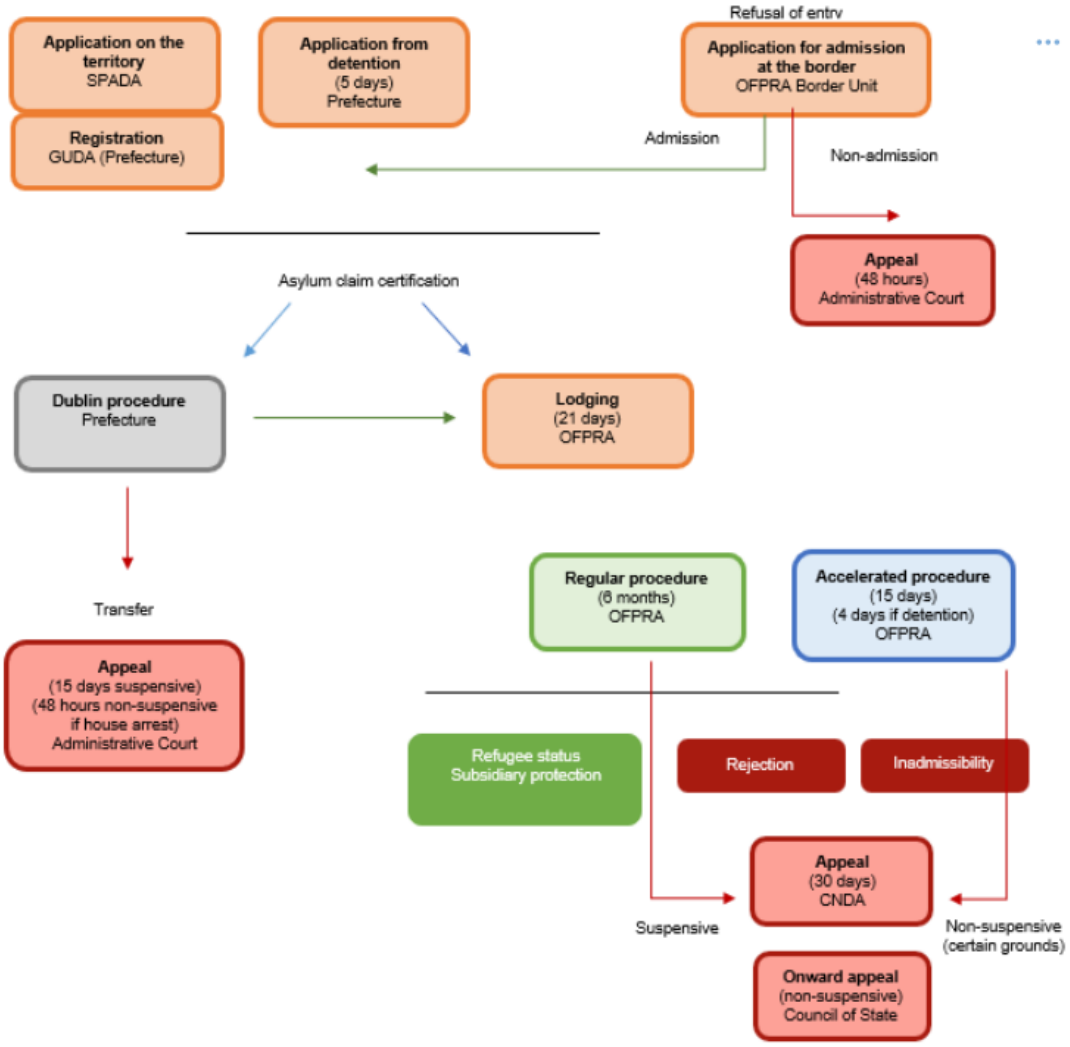
6.2 Overview and timelines

6.2.1 OFPRA provided a step-by-step guide to submitting an asylum application, including details of the relevant authorities and timescales[26]. UNHCR also provided guidance on how to claim asylum in France[27].

6.2.2 OFPRA produced a guide on asylum procedures (in French), which Forum Réfugiés noted '… has shown to be very useful both for asylum seekers and for practitioners. This includes information on the regular procedure, inadmissibility and accelerated procedures, appeals, the interview, the content of protection etc.'[28]

6.2.3 Forum Réfugiés provided an overview of the end-to-end asylum process in the form of a flow chart[29]:

[24] UNHCR France, Correspondence with HO [available on request], 24 July 2025
[25] OHCHR, Universal Periodic Review – France, no date
[26] OFPRA, Applying for Asylum, 13 February 2025
[27] UNHCR, Apply for asylum in France, no date
[28] Forum Réfugiés, Asylum Procedure (G.1 Provision of information on the procedure) 11 June 2025
[29] Forum Réfugiés, Asylum Procedure (section A.1 – Flow chart) 11 June 2025



6.2.4 Forum Réfugiés noted 'In 2017, the Government set a target processing time of 2 months for asylum applications examined by OFPRA. However, the average first-instance processing time for all procedures was 4.5 months (138 days) in 2024...'[30]

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6.3 Interview and initial decision

6.3.1 OFPRA explained the interview process and its aims, noting that 'Except in the situations provided for by law, the Office asks each applicant to attend an interview.'[31] The interview is conducted by an OFPRA 'protection officer', and the asylum seeker's statements are recorded[32]. OFPRA has approximately 350 protection officers who examine asylum applications[33].

6.3.2 Asylum interviews with OFPRA are confidential[34]. OFPRA noted that the protection officer who conducted the interview and examined the case will '… write a proposal for a decision, which will be signed by [the officer's] superiors.'[35] If the decision is:

[30] Forum Réfugiés, Asylum Procedure (section C.1 – Regular procedure) 11 June 2025
[31] OFPRA, Examination (Interview), 3 March 2025
[32] OFPRA, Examination (Interview), 3 March 2025
[33] OFPRA, Examination Units, no date
[34] OFPRA, Examination (Interview), no date, 3 March 2025
[35] OFPRA, Examination (Decision), 3 March 2025

- a grant of refugee status, no explanation is provided
- subsidiary protection, it '… contains a summary of the grounds making up the application and sets out the reasons why Ofpra has refused to grant refugee status.'
- negative, it '… contains a summary of the grounds making up the application and sets out the reasons why Ofpra has refused it.'[36]

6.3.3 An asylum applicant is notified of the decision via their 'personal digital space' or by registered post[37].

6.3.4 Regarding quality control, Forum Réfugiés noted in June 2025, '… three evaluations were carried out by OFPRA and UNHCR in 2013, 2015 and 2017… The quality control system… was relaunched in 2023. It involves a double evaluation, by OFPRA supervisors and by experts appointed by the UNHCR representative … Supervised by the Vulnerability OFPRA Officer, it also checks that vulnerabilities are considered in OFPRA's decisions. A first control exercise started in September 2023 and another one was planned for 2024. There is no information available regarding the result of these control exercises.'[38]

See also Asylum and refugee statistics

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6.4 Challenging a negative decision

6.4.1 Asylum applicants may appeal to the National Court of Asylum (Cour Nationale du Droit d'Asile - CNDA)[39]. The CNDA has 26 permanent magistrates, 649 agents, and 498 temporary asylum judges[40]

6.4.2 Decisions taken by the CNDA ('first resort') may be challenged before the Conseil d'État (Council of State)[41] [42]. In 2024, 0.7% of CNDA decisions were appealed at the Council of State[43].

See also Asylum and refugee statistics

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6.5 Further claims

6.5.1 OFPRA noted that if an initial asylum decision is rejected but circumstances in the country of origin have changed, or new evidence has come to light, the person can request that their asylum application be re-examined[44]. A re-examination takes place under the accelerated procedure[45].

6.5.2 Forum Réfugiés noted that a 'subsequent' asylum application can also be made if an asylum claim is rejected by the CNDA at appeal[46]. According to Forum Réfugiés, 'There are no limits on the number of subsequent

[36] OFPRA, Examination (Decision), 3 March 2025
[37] OFPRA, Examination (Decision), 3 March 2025
[38] Forum Réfugiés, Asylum Procedure (section A.4 – Number of staff …) 11 June 2025
[39] OFPRA, Examination (Decision), 3 March 2025
[40] CNDA, Key figures 2024, 14 February 2025
[41] Council of State, Missions, no date
[42] CNDA, Challenging a decision of the CNDA, no date
[43] CNDA, Key figures 2024, 14 February 2025
[44] OFPRA, Specific procedures (Request a re-examination), 9 January 2025
[45] OFPRA, Specific procedures (Request a re-examination), 9 January 2025
[46] Forum Réfugiés, Asylum Procedure (section E – Subsequent applications) 11 June 2025

applications that can be introduced.'[47]

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6.6 Ineligibility/revocation of refugee status

6.6.1 OFPRA noted 'Refugee status or the benefit of subsidiary protection is not granted to someone who meets the grounds of an exclusion clause [as defined by CESEDA and Article 1F of the 1951 Refugee Convention].'[48]

6.6.2 OFPRA added that 'Refugee status or the benefit of subsidiary protection is withdrawn when the refugee or beneficiary of subsidiary protection should have been excluded or, in light of circumstances that have arisen since such status or benefit was granted, now needs to be excluded.'[49]

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6.7 Dublin procedure

6.7.1 Service-Public explained what happened to claimants while the French authorities decided which country was responsible – under the Dublin procedure – for their asylum application: 'If you are already in France, you have the right to stay there temporarily. However, this right is valid only until the end of the procedure for determining the State responsible for your request and, possibly, until your actual transfer to that State…. You have the right to material reception conditions ... You can also be under house arrest for the time necessary for the procedure for determining the State responsible for your application….'[50]

See also Accommodation type and eligibility

6.7.2 Service-Public explained that claimants have the right to bring proceedings before the Administrative Court to appeal against a decision to transfer their asylum claim to another country. In the event of an appeal to the Administrative Court, the transfer decision cannot be applied before the court's decision. There is also a right to appeal the Administrative Court's decision to the Administrative Court of Appeal[51].

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6.8 Detention for the purpose of the asylum procedure

6.8.1 Forum Réfugiés noted that 'French law does not allow detention of asylum seekers for the purpose of the asylum procedure.'[52]

6.8.2 According to Forum Réfugiés, generally, asylum seekers in detention were those who had '… lodged a request for asylum while in an administrative detention centre (centre de rétention administrative, CRA) awaiting removal, as well as those detained pending a transfer under the Dublin Regulation. The decision ordering the detention of asylum seekers is always taken by the Prefecture.'[53]

6.8.3 Forum Réfugiés noted that, 'In practice, the length of stay of asylum seekers

[47] Forum Réfugiés, Asylum Procedure (section E – Subsequent applications) 11 June 2025
[48] OFPRA, Exclusion and decision not to grant refugee status, no date
[49] OFPRA, Exclusion and decision not to grant refugee status, no date
[50] Service-Public, What is an asylum application in the Dublin procedure? 23 December 2024
[51] Service-Public, What is an asylum application in the Dublin procedure? 23 December 2024
[52] Forum Réfugiés, Detention of Asylum Seekers (section A – General), 11 June 2025
[53] Forum Réfugiés, Detention of Asylum Seekers (section A – General), 11 June 2025

who have claimed asylum while in CRA is difficult to assess. On average, third-country nationals remained 28.5 days in administrative detention centres of mainland France in 2022 [sic 2023].'[54]

6.8.4 Forum Réfugiés further noted that:

'Until 2024, asylum seekers were not placed in administrative detention centres for the purpose of the asylum procedure. Persons who claimed asylum during their administrative detention for the purpose of removal could only be maintained in detention (*maintien en rétention*) if, based on a motivated and written decision, the Prefect considers that the claim aims solely to avoid imminent removal…

'This legal framework was extended with a new law, adopted in January 2024. It allows for 1. the detention of asylum seekers presenting a threat to public order… and 2. The detention of asylum seekers expressing their wish to request asylum in another place than in the prefecture… – for example during an arrest – and presenting a risk of absconding (2 cumulative conditions).'[55]

6.8.5 Forum Réfugiés added that '… newly arrived asylum seekers can be placed in administrative detention, when they have started their registration process but are arrested while official confirmation of registration is still pending, since these procedures can sometimes take several weeks.'[56]

6.8.6 If a person arriving in France by boat, train or plane claims asylum at the border they can be placed in a transit zone (waiting area)[57]. The initial holding by border police in the waiting area is 4 days maximum and subject to judicial extensions, cannot exceed 20 days in total[58].

See Immigration detention

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6.9 Border controls

6.9.1 Forum Réfugiés stated: '… France has regularly re-introduced border controls at its internal borders in recent years, including continuously since 2015,' which according to the source, '… aim to prevent asylum seekers from accessing France'[59].

6.9.2 The Défenseur des Droits (DDD, or Ombudsman) is an independent administrative authority responsible for ensuring that citizens' freedoms and rights are respected[60]. (See Human rights oversight). The DDD made 2 visits to the French-Italian border – in February 2022 and April 2023 – to investigate complaints about the reception and care of migrants. On 23 April 2024, the DDD published a Framework Decision, which contained the results of both inspections[61]. The DDD concluded that '…there is a serious, widespread, and lasting obstacle to access to the asylum procedure at the

[54] Forum Réfugiés, Detention of Asylum Seekers (section B.4 – Duration of detention), 11 June 2025
[55] Forum Réfugiés, Detention of Asylum Seekers (section B.4 – Grounds for detention), 11 June 2025
[56] Forum Réfugiés, Detention of Asylum Seekers (section A – General), 11 June 2025
[57] Service-Public, Keeping a foreigner in a waiting area - application for asylum, 23 July 2025
[58] Service-Public, Keeping a foreigner in a waiting area - application for asylum, 23 July 2025
[59] Forum Réfugiés, Access to the territory and push backs, 11 June 2025
[60] DDD, Homepage, no date
[61] DDD, Framework Decision 2024-061 of 23 April 2024... (paras 2-10), 23 April 2024

Franco-Italian border…'[62] (translated in house):

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7. Information and assistance during the RSD process

7.1 Legal representation

7.1.1 OFPRA noted that, during their asylum interview, claimants have the right to be accompanied by a lawyer or a member of an authorised association[63]. OFPRA provided a list of authorised associations on its website[64]. Watizat, a French organisation that provides information for exiled people[65], published a list of organisations offering free legal assistance[66].

7.1.2 A French Ministry of Interior (MoI) report to the European Union Agency for Asylum (EUAA) in April 2023 noted the stage at which asylum applicants were entitled to free legal aid: 'After OFPRA [has] rejected his/her asylum application, the applicant may request, as foreseen by the law of the 10th July 1991 n°91-647, for legal aid to be defended at the CNDA'[67] The report added that legal aid was '… provided free of charge, if the applicant asks for it within 15 days after the notification of the OFPRA negative decision.'[68]

7.1.3 The CNDA website sets out the procedure for challenging a CNDA decision at the Council of State, including provision of legal representation: 'The appeal to the Council of State (called an appeal to the Court of Cassation) must be submitted by a lawyer to the Council of State and the Court of Cassation. If your resources do not allow you to present such an appeal to the Council of State, you have the option of applying for legal aid from the legal aid office of the Council of State.'[69]

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7.2 Interpreters/translators

7.2.1 Dacim (part of OFPRA) oversees the interpretation service. OFPRA noted: 'The interpretation service ensures the availability of interpreters for the interviews with asylum seekers and beneficiaries of protection. Interpreters are not employed by Ofpra but rather by interpreting agencies who hold contracts with the public sector (marchés publics), namely with Ofpra and the CNDA, to carry out the necessary translation services during the interviews.'[70]

7.2.2 OFPRA noted that, when registering an asylum claim at the asylum application centre (GUDA - Guichet Unique de Demande d'Asile), the claimant can select the language in which they want the rest of the procedure to be conducted, including their interview with OFPRA[71]. A 2018 document listed the Languages available at OFPRA.

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[62] DDD, Framework Decision 2024-061 of 23 April 2024... (para 505), 23 April 2024
[63] OFPRA, Examination (Interview), 3 March 2025
[64] OFPRA, Assistance by a third party during the interview, updated 21 April 2023
[65] Watizat, What is that? no date
[66] Watizat, Information guide for people in exile (pages 11 to 12), March 2025
[67] EUAA, Information on procedural elements and rights of applicants … (4.1), 17 April 2023
[68] EUAA, Information on procedural elements and rights of applicants … (4.2), 17 April 2023
[69] CNDA, Challenging a decision of the CNDA, no date
[70] OFPRA, Dacim, no date
[71] OFPRA, Applying for Asylum, 13 February 2025

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7.3 Identification and treatment of vulnerable claimants

7.3.1 An April 2023 report by the MoI to the EUAA noted that the needs of vulnerable people were taken into account by the OFII agent at the GUDA when assessing reception conditions[72].

'The OFII officer will identify in particular "minors, unaccompanied minors, people with disabilities, elderly people, pregnant women, single parents with minor children, victims of trafficking in human beings, people with serious illnesses, people with mental disorders and people who have been subjected to torture, rape or other serious forms of psychological, physical or sexual violence, such as female genital mutilation". The need for accommodation takes into account the family composition and objective vulnerability detected during the interview. There are dedicated accommodation places for victims of trafficking in human beings (THB) or violence against women, as well as dedicated places for the LGBT applicants.

'If the applicant spontaneously mentions health problems, he/she may be subject to a procedure known as MEDZO advice, which allows the OFII doctor to assess and specify his/her needs while guaranteeing respect for medical confidentiality. The applicant can be cared for in specific accommodation structures, with specialised support.'[73]

7.3.2 The same report noted:

'The "vulnerabilities plan" of French asylum authorities, adopted in May 2021, draws several actions designed for a better and faster detection of vulnerabilities amongst applicants, including the training of all the institutional and associative actors contributing to this process and the identification of a specialists network, an improved targeted communication on the asylum process to vulnerable public, an expansion of dedicated accommodation places, a wider awareness of health professionals to psycho-trauma, a better follow-up care, a special attention to UAMs [unaccompanied minors].'[74]

7.3.3 In exceptional cases, OFPRA can authorise the presence of a trusted third party at the asylum interview, for example, a mental health professional[75], or a healthcare professional who supports a person with a disability[76]. Interviewees may also request that their asylum interview be conducted by an officer and with an interpreter of a specific gender[77].

7.3.4 A February 2025 UNHCR-France factsheet noted that government and NGO staff participate in training organised by UNHCR related to the identification of people with vulnerabilities[78].

7.3.5 In correspondence with the Home Office, the Government of France explained: 'When they [asylum seekers] pass through the GUDA, applicants undergo an initial assessment of their vulnerability by the OFII. In addition, national reception centers are tasked with facilitating access to healthcare

[72] EUAA, Information on procedural elements and rights of applicants … (1.3), 17 April 2023
[73] EUAA, Information on procedural elements and rights of applicants … (1.3), 17 April 2023
[74] EUAA, Information on procedural elements and rights of applicants … (1.7), 17 April 2023
[75] OFPRA, Taking vulnerabilities into account (accompanied during … interview), 23 December 2024
[76] OFPRA, Taking vulnerabilities into account (I have a disability), 20 January 2025
[77] Forum Réfugiés, Asylum Procedure (section D.2 – Special procedural guarantees) 11 June 2025
[78] UNHCR France, Factsheet UNHCR France February 2025, February 2025

(including mental health) for the people they house.'[79]

See also Human trafficking sub-sections Referral and identification of victims and Specific support for asylum seekers who are victims of trafficking

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8. Documentation

8.1 Residence permits

8.1.1 A person granted refugee status by OFPRA or CNDA is entitled to a residence permit valid for 10 years, which provides the right to live and work in France[80] [81].

8.1.2 A person granted subsidiary protection is entitled to receive a 4-year 'multi-year' residence permit, which is renewable[82] [83].

For residence permits for victims of trafficking (VoT) see Human Trafficking sub-section Temporary residence permits

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8.2 Travel documents

8.2.1 Refugies.info, which provides information for refugees in France, stated that 'The travel document for foreigners (TVE) is a document which allows protected persons in France (refugees, subsidiary protected persons, stateless persons) and their children to travel abroad.'[84]

8.2.2 Forum Réfugiés noted that 'Travel documents [for beneficiaries of international protection] are issued by the Prefecture. In practice, no specific problem has been reported, except the fact that prefectures can be very slow in delivering the document.'[85]

See also Freedom of movement

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9. Asylum and refugee statistics

9.1.1 In 2024, France was the fourth most popular destination for asylum applicants within the EU, receiving 131,791 applications (15.7% of all applications in the EU)[86]. As of December 2024 there were 66,196 pending cases in France[87].

9.1.2 For a detailed breakdown of the asylum seeker and refugee population in France see OFPRA's 2024 Activity Report. The report provides information split by nationality, age, sex and outcome of claim[88].

9.1.3 The MoI published information on the number of asylum claims plus

[79] GoF, Q&A #1 (5.1.1) [Available on request], 7 July 2025
[80] Service-Public, Refugee: residence permit, travel document and accompanying…, 2 August 2024
[81] Service-Public, 10-year resident card of a foreigner in France, 6 September 2024
[82] UNHCR, Rights and obligations (… of beneficiaries of subsidiary protection), no date
[83] Refugies.info, Getting your residence permit, no date
[84] Refugies.info, Request a travel document, June 2025
[85] Forum Réfugiés, Content of International Protection (C.2 – Travel documents), 11 June 2025
[86] ICMPD, ICMPD Migration Outlook 2025 (page 48), 20 January 2025
[87] EUAA, Asylum Report 2025 (page 109), June 2025
[88] OFPRA, Activity Report 2024, 20 June 2025

outcomes in 2024[89] (translated in-house):

-	**2024**
Asylum claims registered at OFPRA	153,715
First decisions by OFPRA	141,911
Of which asylum grants (A)	54,430
OFPRA grant rate (first decision)	**38.8%**
Appeals received by CNDA	56,497
CNDA decisions, excluding minors	61,593
Including allowed appeals (B)	13,106
OFPRA grants for accompanied minors following allowed appeals for the adults by the CNDA (C)	2,748
Total asylum grants (A)+(B)+(C)	70,284
Protection rate	**49.4%**

9.1.4 Statistics drawn from the CNDA show the number of cases decided, the allowed appeal rate and the average time taken for the appeal.

Year	**Cases Judged/ Decided**	**Decisions granting protection**	**Protection rate**	**Refugee vs Subsidiary Protection**	**Average time taken**
2021[90]	68,403	15,112	22.1%	66%-34%	7 months, 8 days
2022[91]	67,142	14,450	21.5%	73%-27%	6 months, 16 days
2023[92]	66,358	13,606	20.5%	70%-30%	6 months, 3 days
2024[93]	61,593	13,106	21.3%	66%-34%	5 months, 9 days

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10. Support available for asylum seekers and refugees

See also Healthcare of asylum seekers, refugees and migrants, NGOs supporting asylum seekers and refugees, Specific support for asylum seekers who are victims of trafficking and NGOs working with trafficking victims

10.1 Accommodation type and eligibility

10.1.1 Forum Réfugiés noted the national reception scheme, established in law and managed by OFII, ensured '… the distribution of accommodation places for asylum seekers throughout the national territory, and their allocation thereto. In parallel and in compliance with the national reception scheme, regional schemes are defined and implemented by Prefects in each region.'[94]

10.1.2 Accommodation is funded by the state, but management is through a semi-public company (Adoma) or awarded via tender to NGOs, such as Forum Réfugiés, France terre d'asile, l'Ordre de Malte, Coallia and the French Red Cross[95].

10.1.3 Regarding access to reception facilities, the MoI report to the EUAA, (17 April 2023), noted: '… The applicant has access to reception facilities, which

[89] GoF MoI, Asylum applications (section 3.1), 26 June 2025
[90] CNDA, Key figures 2021, 6 January 2022
[91] CNDA, Key figures 2022, 4 January 2023
[92] CNDA, Key figures 2023, 10 January 2024
[93] CNDA, Key figures 2024, 14 February 2025
[94] Forum Réfugiés, Reception conditions (Section A.1 – Criteria and restrictions…), 11 June 2025
[95] Forum Réfugiés, Types of accommodation, 11 June 2025

provide accommodation dedicated to asylum seekers with a specific social support offered by the NGO or entity in charge of managing the reception centre, and to an allowance ("allocation pour demandeur d'asile")...'[96]

10.1.4 Forum Réfugiés stated that the accommodation facilities for asylum seekers under the national reception scheme were:

- 'Accommodation centres for asylum seekers (CADA) [Centre d'Accueil pour Demandeurs d'Asile]
- 'Emergency accommodation for asylum seekers (HUDA, AT-SA, PRAHDA, Reception and orientation centres (CAO, Centre d'accueil et d'orientation))
- 'Reception and administrative situation examination centres (CAES).'[97]

10.1.5 The Government of France confirmed that 'Currently, the national reception system includes the CADAs, the HUDAs, the PRAHDAs, the CAES and the CPHs.'[98]. For more information on CPHs (Centres provisoires d'hébergement) see Accommodation for those granted international protection.

10.1.6 Asylum seekers accommodated under the scheme receive an address certificate allowing them to open a bank account and receive mail[99].

10.1.7 Citing government sources, Forum Réfugiés noted the number of state-funded accommodation places available from 2020 to 2025, by type[100]:

Accommodation type	2020	2021	2022	2023	2024	2025
CADA	43,602	46,632	46,632	49,242	49,190	49,190
HUDA	51,826	52,160	52,160	52,950	51,891	45,362
CAES	3,136	5,122	6,622	6,622	6,167	6,667
Total	**98,564**	**103,914**	**105,414**	**108,814**	**107,248**	**101,219**

10.1.8 Forum Réfugiés noted that '… CADA are the main form of accommodation provided to asylum seekers. They include both collective and private accommodations that are located either within the same building or in scattered apartments.'[101] Forum Réfugiés added that living conditions in CADA '… are deemed adequate, and there are no reports of overcrowding in reception centres.'[102]

10.1.9 Referring to the OFII 2022 Activity Report, Forum Réfugiés noted 'The average length of stay in CADA in 2022 was 524 days. The average length of stay in CADA in 2023 was not available by the time of writing of this report.'[103] A person can remain in a reception centre for a month after their

[96] EUAA, Information on procedural elements and rights of applicants … (1.2), 17 April 2023
[97] Forum Réfugiés, Types of accommodation, 11 June 2025
[98] GoF, Q&A #1 (3.3.1) [Available on request], 7 July 2025
[99] Forum Réfugiés, Types of accommodation, 11 June 2025
[100] Forum Réfugiés, Types of accommodation, 11 June 2025
[101] Forum Réfugiés, Reception conditions (Sec B.2 – Conditions in reception facilities), 11 June 2025
[102] Forum Réfugiés, Reception conditions (Sec B.2 – Conditions in reception facilities), 11 June 2025
[103] Forum Réfugiés, Reception conditions (Sec B.2 – Conditions in reception facilities), 11 June 2025

asylum claim has been rejected[104].

10.1.10 The website Retab.fr described CADA as '… a system offering accommodation and administrative support to asylum seekers with a residence permit. Accommodation is provided while their refugee application file is being studied.'[105] Retab.fr identified 164 CADA establishments and provided a map showing their location[106]:



10.1.11 A Decree of 13 January 2021 explained the purpose of CAES as being: '… an integral part of the National Reception System (DNA) managed by the French Office for Immigration and Integration (OFII)… [CAES constitutes] the first-level system of care within the DNA.'[107]

10.1.12 The Decree sets out that the maximum length of stay at CAES is one month, after which the asylum seeker is referred to '… a DNA downstream accommodation place.'[108]

10.1.13 The Government of France confirmed that 'The CAES are temporary reception centres, where applicants are accommodated in principle for a period of one month before being directed to a 2nd level accommodation centre (CAHA/HUDA/PRAHDA). Asylum seekers are directed to accommodation according to the availability of a suitable place at the time, whether it is in CAHA, HUDA or PRAHDA.'[109].

10.1.14 According to the Decree, the functions of the CAES include:

- 'temporary reception and accommodation…
- 'support in legal and administrative procedures, in particular with [OFPRA]
- 'social and health diagnosis, referral to downstream care mechanisms

[104] Forum Réfugiés, Short overview of the reception system, 11 June 2025
[105] Retab.fr, The search engine Retab.fr, no date
[106] Retab.fr, Structure search, no date
[107] Legifrance, Decree of 13 January 2021 on the specifications for reception centres..., 13 Jan 2021
[108] Legifrance, Decree of 13 January 2021 on the specifications for reception centres..., 13 Jan 2021
[109] GoF, Q&A #1 (3.3.1) [Available on request], 7 July 2025

and support in opening up social rights

- ‘reporting vulnerabilities to the OFII…’[110]

10.1.15 Forum Réfugiés explained that the State had developed emergency schemes (HUDA and PRAHDA) due to lack of capacity in the CADA. Both schemes provided accommodation for asylum seekers, including in hotels. HUDA (hébergement d’urgence dédié aux demandeurs d’asile) is a decentralised scheme, whereas PRAHDA (programme regional d’accueil et d’hébergement des demandeurs d’asile,) is managed at the national level[111].

10.1.16 The Government of France explained that ‘the CADA, HUDA and PRAHDA offer similar reception conditions in practice. However, people in the Dublin procedure cannot be accommodated in CADA, and are therefore referred to HUDA and PRAHDA.’[112].

10.1.17 Forum Réfugiés, citing other sources, reported that asylum seekers under the Dublin procedure are excluded from CADA and ‘… can in theory benefit from emergency accommodation [HUDA and PRAHDA] up until effective transfer… [but in practice] many persons subject to Dublin procedures (applicants or returnees) live on the streets or in squats because of the overall lack of places. At the end of 2023, only 10,909 out of 36,917 asylum seekers under Dublin procedure were accommodated (29.6%).’[113] CPIT comment: this information is referenced to La Cimade, a French NGO which ‘… receives and advises tens of thousands of migrants, refugees and asylum seekers.’[114] CPIT was unable to locate the original La Cimade article so the origin or method of collection of the statistics is unknown.

10.1.18 However, La Cimade has published other information covering the Dublin procedure. In a report published in June 2024, La Cimade stated that, if summonses under the Dublin procedure explicitly mentioned transfer to a third country and the person did not attend twice or appeared without their children, they were considered to have absconded and their benefits withdrawn. However, La Cimade reported that in practice, according to several disputes against OFII, benefits had been cut off after a single absence, not two, which was illegal under current caselaw. La Cimade reported that the exact number of people considered to have absconded and whose benefits had been withdrawn was not known, as OFII did not provide these statistics. La Cimade estimated that several thousand people were affected[115]. (Translated in-house.) CPIT comment: La Cimade did not explain how they reached their estimation of the number of people affected.

10.1.19 In the same June 2024 report, La Cimade noted that after 18 months, a claimant under the Dublin procedure who was judged to have been ‘on the run’ could request the reclassification of their asylum claim and its consideration under the normal or accelerated asylum procedure. They could then request the reinstatement of their material benefits, including accommodation. In Paris, once they had made this request, they must be summoned by OFII for a vulnerability assessment, but in practice, many

[110] Legifrance, Decree of 13 January 2021 on the specifications for reception centres..., 13 Jan 2021
[111] Forum Réfugiés, Types of accommodation, 11 June 2025
[112] GoF, Q&A #1 (3.3.1) [Available on request], 7 July 2025
[113] Forum Réfugiés, Types of accommodation, 11 June 2025
[114] La Cimade, Homepage, no date
[115] La Cimade, L'Asile en terre hostile (pages 53, 55), June 2024

people were not summoned. According to La Cimade, if the person did not have any particular health problems, their application for reinstatement of benefits would be rejected on the grounds that they did not previously comply with the Dublin procedure. OFII assesses a person's vulnerability, including medical details and accommodation situation and if assessed as not vulnerable a request to reinstate benefits was refused. La Cimade also noted regional variations in the application of procedures[116]. (Translated in-house.)

10.1.20 On 5 September 2024, La Cimade reported that, after making several requests, it had received information on the Dublin procedure from the MoI. By cross-referencing data from the MoI with that of OFII for the year 2022, La Cimade concluded that a small proportion of claimants under the Dublin procedure had accommodation. La Cimade noted that if a person had not been transferred to another country within 6 months under the Dublin procedure, France became responsible for examining the asylum application. The deadline is extended by a further year if the applicant has absconded. From 2019 to 2021, 33,682 deadline extensions were made under the Dublin procedure due to the applicant having absconded. According to La Cimade, these extensions resulted in the systematic withdrawal of the material conditions of reception by the OFII, which, La Cimade commented, OFII claimed not to collect statistics on. La Cimade estimated that a third of the withdrawals of material benefits were linked to applicants having absconded. [La Cimade did not provide an explanation for the basis of its estimation.] La Cimade further noted that the MoI's statistics did not appear to account for the outcome or whereabouts for 41,000 people registered under the Dublin procedure from 2016 to 2023 and that more accurate data were required[117]. (Translated in-house.)

10.1.21 Regarding capacity of the national reception scheme, Forum Réfugiés stated:

'In 2024, the number of asylum seekers accommodated remained far below the number of persons registering an application. At the end of the year, the Ministry of Interior stated that 64% of asylum seekers eligible to material reception conditions – i.e., 90,329 persons in total at the end of December 2024 according to OFII – were effectively accommodated (compared to 59% at the end of 2023) i.e. 58,000 persons. If we add asylum seekers who do not benefit from reception conditions, we can consider that almost 90,000 asylum seekers were not accommodated in dedicated places in France as of the end of 2024 (according to Eurostat, 147,950 asylum applications were pending in France at the end of 2024) – a part of them (unknown) however did not express the need to be accommodated.'[118]

10.1.22 CPIT comment: By contrast, the EUAA's Asylum Report 2025 indicated 66,196 pending cases in France as of December 2024[119]. Eurostat's higher figure of 147,950 may be because the definition of 'pending' claims includes people with pending applications at all stages of the administrative and/or

[116] La Cimade, L'Asile en terre hostile (page 55), June 2024
[117] La Cimade, The lost figures of the Dubliners have been found!, 5 September 2024
[118] Forum Réfugiés, Types of accommodation, 11 June 2025
[119] EUAA, Asylum Report 2025 (page 109), June 2025

judicial procedure, in other words, both first instance claims and claims undergoing appeals[120].

10.1.23 The EUAA – with reference to information dated 24 April 2025 from the French Ministry of the Economy, Finance and Industrial and Digital Sovereignty – reported, 'In 2024, around 72% of applicants entitled to material reception conditions were accommodated in France's reception system.'[121]

10.1.24 Forum Réfugiés also noted that 'Many reception centres have been organised so as to receive families or couples, thereby making it difficult for single men or women to be accommodated.'[122]

10.1.25 The Government of France explained that 'The 2013 Reception Directive currently in force, like the 2024 Directive, allows for the provision of material reception conditions in kind or in the form of a financial allowance. France uses these two means of providing material reception conditions to cover accommodation needs, which explains the discrepancy between the number of asylum seekers and the number of accommodation places'[123].

10.1.26 Forum Réfugiés noted that reception conditions can be denied when the asylum seeker:

- refuses to go to their allocated region
- refuses their accommodation option, either at the GUDA or by not showing up within 5 days
- makes a subsequent application
- registers a claim more than 90 days after entering France (without a valid reason)[124]

10.1.27 The MoI's report to the EUAA noted that material reception conditions can be totally or partly refused when a subsequent application (re-examination request) is lodged. However, it may be granted, depending on the person's circumstances[125].

10.1.28 In case material reception conditions are withdrawn, the MoI noted:

'… those in need can access the universal emergency housing system provided in France for homeless persons…

'Pursuant to the article L. 345-2 2 of the Code of social action and families, a homeless person, in medical, physical or social distress has access to universal emergency housing system. An accommodation solution shall be proposed to every person, regardless of their age, wealth, or their stay situation.

'This article L. 345-2 2 states that this emergency housing shall allow the applicant to benefit from housing, food, health, a first medical, psychic and social examination and to be oriented towards any kind of shelter.'[126]

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[120] Eurostat, Statistics explained – Glossary: asylum decision, no date
[121] EUAA, Asylum Report 2025 (page 108), June 2025
[122] Forum Réfugiés, Types of accommodation, 11 June 2025
[123] GoF, Q&A #1 (3.2.2) [Available on request], 7 July 2025
[124] Forum Réfugiés, Reception conditions (Section A.1 – Criteria and restrictions…), 11 June 2025
[125] EUAA, Information on procedural elements and rights of applicants … (1.4), 17 April 2023
[126] EUAA, Information on procedural elements and rights of applicants … (1.4), 17 April 2023

10.1.29 A review of caselaw from the European Court of Human Rights (ECtHR) since 2020, indicated 2 judgments relevant to the provision of accommodation for asylum seekers where France was found to have breached asylum seekers' ECHR rights:

- N.H and Others v France, judgment of 2 July 2020 – Article 3 breach. The Court held that the living conditions for 3 homeless asylum seekers amounted to degrading treatment
- M.K. and Others v France, judgment of 8 December 2022 – Article 6 breach (right of access to a court). The Court held that the State failed to enforce orders made by the urgent-applications judge of the Administrative Court relating to the provision of emergency accommodation for asylum seekers

10.1.30 The Committee of Ministers of the Council of Europe, which monitors the execution of ECtHR judgments, considered France's implementation of N.H. The ECtHR was satisfied that the Government of France had adopted the necessary measures to implement the judgment[127]. A resolution has not yet been issued in the case of M.K, indicating that monitoring is still ongoing[128].

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10.2 Accommodation for those granted international protection

10.2.1 Forum Réfugiés reported that beneficiaries of international protection were '… allowed to stay in reception centres 3 months following the positive OFPRA decision. This period can be renewed for 3 months with the express agreement of OFII. No exception[s] are provided for vulnerable people.'[129]

10.2.2 Forum Réfugiés noted that 'Beneficiaries [of international protection] can be sent to temporary accommodation centres (Centres provisoires d'hébergement, CPH) upon an OFII decision. They will be then allowed to stay there for 9 months. This stay can be renewed once for a 3-month period. At the end of 2024, there were 11,109 places in CPH spread across the different regions… [of which] 66 are dedicated to vulnerable women who are victims of violence or human trafficking.'[130]

10.2.3 The website Retab.fr described CPH as temporary accommodation centres '…dedicated to the reception of refugees who have obtained their residence permit. The CPH takes over from the CADA (Asylum Seekers' Reception Centre). The centres offer temporary accommodation and support (access to rights, schooling, medical follow-up, etc.). The duration of stay is 6 months.'[131] Retab.fr identified 50 CPH establishments and provided a map showing their location[132]:

[127] ECtHR, Resolution CM/ResDH(2024)68 Execution of the judgment..., 10 April 2024
[128] ECtHR, M.K Related documents, 8 December 2022
[129] Forum Réfugiés, Content of International Protection (Section D – Housing), 11 June 2025
[130] Forum Réfugiés, Content of International Protection (Section D – Housing), 11 June 2025
[131] Retab.fr, The search engine Retab.fr, no date
[132] Retab.fr, Structure search, no date



10.2.4 A person aged over 18 who has been granted international protection (refugee status or subsidiary protection) can apply for social housing (HLM) if their finances do not exceed a maximum amount[133]. The Service-Public explained the conditions for obtaining social housing[134].

10.2.5 A person with international protection who is not eligible for social housing will fall under the general rules applicable to foreigners and obtain housing through the private market[135].

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10.3 Humanitarian and financial assistance

10.3.1 Forum Réfugiés explained:

'The allowance for asylum seekers (allocation pour demandeur d'asile, ADA) is granted to asylum seekers above 18 years old, who accept material conditions proposed by OFII and remain eligible for reception conditions. Only one allowance per household is allowed. The payment of the allocation ends at the end of the month of the decision ending the right to remain on the territory.

'The amount of the ADA is calculated on the basis of resources, type of accommodation provided and age criteria. Family composition, in particular the number of children, is considered in the calculation of the ADA. The total amount is re-evaluated once a year, if needed, to take into account the inflation rate.'[136]

10.3.2 ADA is composed of a daily amount, which may be topped up (by 7.40 Euros) depending on accommodation availability[137] [138]. Daily amounts for

[133] Refugies.info, Apply for social housing (HLM), no date
[134] Service-Public, What are the conditions for obtaining social housing? 1 January 2025
[135] Forum Réfugiés, Content of International Protection (Section D – Housing), 11 June 2025
[136] Forum Réfugiés, Reception conditions (A.2 Forms & levels of material reception…), 11 June 2025
[137] Forum Réfugiés, Reception conditions (A.2 Forms & levels of material reception…), 11 June 2025
[138] Service-Public, What is the Asylum Seeker Allowance (AAL)?, 16 May 2024

ADA, as of 16 May 2024, were[139]:

Family size	Daily amount (€)	Daily amount + top-up (€)
1 person	6.80	14.20
2 people	10.20	17.60
3 people	13.60	21.00
4 people	17.00	24.40
5 people	20.40	27.80
6 people	23.80	31.20
7 people	27.20	34.60
8 people	30.60	38.00
9 people	34.00	41.40
10 people	37.40	44.80

10.3.3 In correspondence, the Government of France clarified that the 7.40 Euros (per day for a single person), is an additional daily allowance paid to beneficiaries who are not accommodated free of charge[140].

10.3.4 ADA payments are managed by the OFII and are placed on a withdrawal or payment card (like a debit card) on a monthly basis[141] [142]. Payments start within a maximum of 21 days of registering an asylum application with OFPRA[143].

10.3.5 People granted refugee status or subsidiary protection are entitled to the same social security benefits as French nationals[144]. They can register and request financial assistance from the Family Allowance Fund (CAF)[145].

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11. Sustainable futures for asylum seekers and refugees

11.1 Employment

11.1.1 UNHCR noted that asylum seekers have the right to work in France if OFPRA haven't taken a decision on an application for international protection within 6 months of submission[146].

11.1.2 Forum Réfugiés noted: 'In practice, asylum seekers have very limited access to the labour market, due to a number of constraints. Prior to being able to work, the applicant must have sought and obtained a temporary work permit. To obtain this work permit, the asylum seeker has to provide proof of a job offer or an employment contract. The duration of the work permit cannot exceed the duration of the residence permit linked to the asylum application. It may possibly be renewed.'[147]

11.1.3 People granted refugee status or subsidiary protection have the right to work[148].

[139] Service-Public, What is the Asylum Seeker Allowance (AAL)?, 16 May 2024
[140] GoF, Q&A #1 (3.2.2) [Available on request], 7 July 2025
[141] Forum Réfugiés, Reception conditions (A.2 Forms & levels of material reception…), 11 June 2025
[142] Service-Public, What is the Asylum Seeker Allowance (AAL)?, 16 May 2024
[143] Service-Public, What is the Asylum Seeker Allowance (AAL)?, 16 May 2024
[144] UNHCR, Rights and obligations (… of refugees, of beneficiaries of subsidiary protection), no date
[145] Refugies.info, Register and request assistance from CAF, 2025
[146] UNHCR, Rights and obligations (… of asylum seekers), no date
[147] Forum Réfugiés, Reception conditions (Section C.1 – Access to the labour market), 11 June 2025
[148] UNHCR, Rights and obligations (… of refugees, of beneficiaries of subsidiary protection), no date

11.1.4 In June 2023, UNHCR France published a report based upon responses to an online questionnaire completed by 225 French companies. The survey found that 44% of companies were involved in supporting refugees and, of these companies, the support provided related predominantly (83%) to accessing employment[149].

See also NGOs supporting asylum seekers and refugees

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11.2 Education

11.2.1 According to Forum Réfugiés: 'While no provision of the Education Code covers the particular case of children of asylum seekers, the law provides that all children are subject to compulsory education as long as they are between 3 and 16 years old.'[150]

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11.3 Freedom of movement

11.3.1 Asylum seekers generally benefit from freedom of movement, although they are required to reside in the area assigned to them by OFII[151]. There are no restrictions for beneficiaries of international protection, who are free to reside in any part of French territory[152].

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11.4 Permanent residency/citizenship

11.4.1 UNHCR noted that a person granted refugee status had the right to stay in France for 10 years (see Residence permits), after which they had the right to permanent residence[153]. People granted refugee status or subsidiary protection had the possibility of obtaining French nationality through naturalisation[154] [155].

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12. NGOs supporting asylum seekers and refugees

12.1.1 Below is a non-exhaustive alphabetical list of NGOs supporting asylum seekers and refugees in various capacities, including assistance with refugee status determination (RSD), accommodation, employment, and access to medical care (including mental healthcare). See also NGOs working with trafficking victims, Specific support for asylum seekers who are victims of trafficking and Healthcare of asylum seekers, refugees and migrants

12.1.2 Action Emploi Réfugiés

- Connects refugees with employers[156].
- The SOCLE programme provides personalised support over 3 to 12

[149] UNHCR France, Commitment of French companies... integration of refugees, June 2023
[150] Forum Réfugiés, Reception conditions (Section C.2 – Access to education), 11 June 2025
[151] Forum Réfugiés, Reception conditions (Section A.4 – Freedom of movement), 11 June 2025
[152] Forum Réfugiés, Content of International Protection (C.1 – Freedom of movement), 11 June 2025
[153] UNHCR, Rights and obligations (… of refugees), no date
[154] UNHCR, Rights and obligations (… of refugees), no date
[155] UNHCR, Rights and obligations (… of beneficiaries of subsidiary protection), no date
[156] Action Emploi Réfugiés, The service of connecting refugees and employers, no date

months, including referrals to training courses and connections with partner companies[157].

- The AVEC programme provides personalised support over 6 to 9 months, including French language training linked to professional occupations[158]

12.1.3 Afpa – Provides training in shortage occupations for refugees and also provides accommodation[159].

12.1.4 Association Mana, Bordeaux – An article published by France 3 Regions, a news outlet, in December 2021, explained that Mana assists migrant women who have suffered trauma. The article stated: 'MANA, based in Les Aubiers north of Bordeaux, is one of the associations of the SOS group. It is committed to access to health for migrants, providing an unconditional welcome, access to rights and support for migrants … Last year [2020], Mana helped 192 women of 17 nationalities, mainly women from the north of Bordeaux…'[160]

12.1.5 Austerlitz day centre, Paris – Assists asylum applicants with registration at the prefecture and procedures with the OFII. Assistance provided in foreign languages[161].

12.1.6 Les Champs de Booz (Boaz's Fields) – Provides assistance for single, female asylum-seekers (translated in-house). The organisation is based in Paris and provides 'walk-in' services on Tuesdays and Thursdays[162]. The assistance provided includes:

- Help with asylum applications and obtaining legal aid
- A limited amount of temporary accommodation places
- Free medical consultations and referrals to psychologists
- French language courses
- Training and employment assistance[163]

12.1.7 La Cimade, Paris

- Runs a hotline informing migrants of their rights.
- Provides legal assistance to foreigners in administrative detention centres (CRA)[164]. See Immigration detention

12.1.8 Comede – Provides medical and psychological care through approximately one hundred professionals, employees, and volunteers working across four areas of activity, operating from care centres and/or telephone helplines[165].

- Comede Health Centre at Bicêtre Hospital, Paris – Provides a nursing service, a medical centre, a pharmacy, and a psychotherapy and mental

[157] Action Emploi Réfugiés, What is the SOCLE support programme?, no date
[158] Action Emploi Réfugiés, What is the AVEC program? no date
[159] Info Migrants, France: An overview of associations that help migrants, 18 October 2024
[160] France 3 regions, "Laissez-moi récupérer mes rêves"..., 21 December 2021
[161] Info Migrants, France: An overview of associations that help migrants, 18 October 2024
[162] Les Champs de Booz, The association, no date
[163] Les Champs de Booz, Our actions, no date
[164] Info Migrants, France: An overview of associations that help migrants, 18 October 2024
[165] Comede, Brochure des formations 2025, March 2025

health unit. Professional interpreters are used when required[166].

- Comede, Marseille – A multidisciplinary team of general practitioners, psychologists, social workers and lawyers offers medical and psychological consultations. Professional interpretation is available[167].
- Comede at Saint-Etienne (Loire) – A hotline provides advice on access to healthcare. Volunteers provide consultations to exiles with psychological issues[168].

12.1.9 Croix Rouge (Red Cross) – Helps various groups of people, including refugees and asylum-seekers (translated in-house). The website explained: 'Our fields of intervention are vast: street teams, day care centres, accommodation centres, supported housing, reception of asylum seekers and refugees, social and health support. There are a total of 191 establishments, bringing together more than 550 services**…** More than 2,130 employees and 9,700 volunteers...'[169]

12.1.10 The Croix Rouge provides the following support for asylum-seekers 'We … welcome, accommodate and accompany asylum seekers and beneficiaries of international protection. In addition to access to asylum applications and support throughout the procedure, these measures also offer comprehensive support: opening up social rights, access to health, schooling for children, language learning, etc.'[170]

12.1.11 ESSOR Centres – Based in Lyon and Clermont-Ferrand and are run by Forum Réfugiés. In 2023, the centres provided 3,684 individual and family consultations. Centres are approved by the Regional Health Agency[171] (Translated in-house).

12.1.12 ESSOR 63 Care Centre – Based in Clermont-Ferrand and assists adults and children over the age of 6 years who are refugees/asylum-seekers and are dealing with psychological distress. The Centre's outreach area is Clermont-Ferrand and the wider Puy-de-Dôme region. The Centre provides medical and psychological consultations for both individuals and families. It is open 3 days a week[172]. (Translated in-house.)

12.1.13 ESSOR 69 Mental Health Centre – Based in Lyon and assists 'Exiled people in psychological distress and victims of intentional violence and torture.' It is open every weekday[173] and offers the following services:

  - Medical consultations
  - Psychological assistance for both individuals and families
  - Physiotherapy
  - Therapy groups[174]
- Consultations are provided free of charge and professional interpreters

[166] Comede, The Health Centre in Bicêtre, no date
[167] Comede, Comede in the PACA region, no date
[168] Comede, Comede, Loire, no date
[169] Croix Rouge, Lutter contre toutes les formes d'exclusion, pas à pas, 23 January 2025
[170] Croix Rouge, Lutter contre toutes les formes d'exclusion, pas à pas, 23 January 2025
[171] Forum Réfugiés, Centres ESSOR and ACCSO, no date
[172] Forum Réfugiés, ESSOR 63 Care Centre, no date
[173] Forum Réfugiés, Essor 69 Health Centre, no date
[174] Forum Réfugiés, Essor 69 Health Centre (brochure), no date

are employed whenever necessary[175].

- There are 2 GPs, 5 psychologists, 1 psychiatrist, 1 physiotherapist and 2 art therapists at the centre, which provides 3,000 consultations for both individuals and families for about 600 people each year[176]. (Translated in-house.)

12.1.14 Forum Refugiés – Provides a range of services and support to asylum seekers and refugees (Translated in-house):

- Management of initial reception facilities (SPADAs[177]) for asylum-seekers (in Clermont-Ferrant, Lyon, Marseille, Toulon and Nice)[178].
- Management of accommodation and support systems for asylum-seekers in 9 departments (Allier, Ardèche, Cantal, Puy-de-Dôme, Rhône, Corrèze, Bouches-du-Rhône, Var and Haute-Garonne). These accommodation centres are integrated into the national scheme for the reception of asylum seekers (DNA). In addition to accommodation, Forum Réfugiés provides the following assistance in every centre: support in administrative, legal, health and social procedures adapted to the situation of each person. Staff are aware of the need to identify and report vulnerabilities to the OFII and/or OFPRA[179].
- Provision of temporary accommodation centres (CPH) for beneficiaries of protection in the departments of Allier, Cantal and Rhône. Within the CPH, Forum Réfugiés provides support in administrative and social procedures and personalised integration support[180].
- Since 2020, Forum Réfugiés has managed a shelter system dedicated to female asylum seekers who are victims of violence or human trafficking. The system is implemented by a multidisciplinary team made up of employees, volunteers and partners capable of providing administrative, social, health and legal support[181].
- Forum Réfugiés is authorised by OFPRA to accompany asylum seekers during their interview, acting as a third party[182].
- Provision of mental health facilities (in Clermont-Ferrand and Lyon – see 'ESSOR Centres' above)[183].
- Management of integration programmes (in Clermont-Ferrand, Lyon, Aurillac, Pivas, Montauban, Toulouse and Montpellier)[184].

12.1.15 In addition, Forum Réfugiés supports the ACCSO (Companionship for the Care of Asylum Seekers and Beneficiaries of International Protection) project, which was launched in 2021. ACCSO's main objective is to improve access to care and health pathways for vulnerable and traumatised exiled people. It is based in the Occitanie and Provence-Alpes-Côte d'Azur regions

[175] Forum Réfugiés, Essor 69 Health Centre (brochure), no date
[176] Forum Réfugiés, Essor 69 Health Centre (brochure), no date
[177] Forum Réfugiés, Asylum seekers in France - First reception, no date
[178] Forum Réfugiés, Welcome, no date
[179] Forum Réfugiés, Asylum seekers in France - Accommodation centres, no date
[180] Forum Réfugiés, Refugees in France - Accommodation, no date
[181] Forum Réfugiés, Asylum seekers in France - Accommodation centres, no date
[182] Forum Réfugiés, Asylum seekers in France - OFPRA interview, no date
[183] Forum Réfugiés, Welcome, no date
[184] Forum Réfugiés, Welcome, no date

and in the Rhône department[185].

12.1.16 France Terre d'Asile – In correspondence with the Home Office dated 24 July 2025, UNHCR France described France Terre d'Asile's role:

'[The organisation] operates reception centres known as CADA (Centres for Asylum Seekers' Reception), emergency accommodation facilities, and provides legal assistance and social integration services. The organisation's activities include support for unaccompanied minors, ensuring access to healthcare, education, and housing. The services offered include guidance throughout the asylum application process, social and administrative support, healthcare access, schooling for children, language courses, and measures aimed at facilitating integration.'[186]

12.1.17 Médecins du Monde (Doctors of the World) – Has branches in Paris, Caen, Nantes, Angoulême and Toulouse. (Translated in-house). The assistance provided by the organisation in Paris includes:

- 'Information and support in the opening of health rights (AME, CSS)
- 'Information and referral to aid structures (food, hygiene, clothing, legal, etc.)
- 'Medical assessments and referrals to common law structures (PASS [Permanence d'Accès aux Soins de Santé], CMS, etc.)
- 'Referral for screening and prevention interviews
- 'Psychological/ psychiatric counselling interviews
- 'Monitoring of care pathways and access to health rights.'[187]

12.1.18 The organisation's branch in Caen provides 'access to care for young people in exile' who are aged 16-25. Assistance includes health and psycho-social support and help in accessing accommodation[188].

12.1.19 The organisation's branch in Nantes provides the following assistance for unaccompanied minors, with 170 beneficiaries in 2021:

- 'Medical and social assessment
- 'Information and guidance to support structures (food, hygiene, clothing, legal, schooling, etc.)
- 'Assistance in making medical appointments, referral and support to care
- 'Support and accompaniment in the opening of health rights …
- 'Prevention and health education
- 'Psychological counselling interviews.'[189]

12.1.20 The organisation's branch at Angoulême provides healthcare and support accessing food, clothing, legal and schooling[190].

12.1.21 The organisation's branch in Toulouse stated that it worked with migrants, as

[185] Forum Réfugiés, Mental health, victim support, no date
[186] UNHCR France, Correspondence with HO [available on request], 24 July 2025
[187] Médecins du Monde, Humanitarian Aid Association in Paris, no date
[188] Médecins du Monde, Humanitarian Aid Association in Caen, no date
[189] Médecins du Monde, Humanitarian Aid Association in Nantes, no date
[190] Médecins du Monde, Humanitarian Aid Association in Angoulême, no date

well as other groups of people. The programme for migrants included the following assistance:

- ‘Health monitoring, support in medical and social procedures
- ‘Prevention and health education
- ‘Testing and vaccination.’[191]

12.1.22 Osiris Centre, Marseille

- ‘Osiris health centre provides care for exiled people who have faced intentional, human induced extreme violence...

  ‘Osiris is an aid centre which offers assistance and care that can treat this suffering. Appointments are free and available to all regardless of administrative status. Consultations are offered for individuals, couples, families or for groups. They take place in the presence of an interpreter in the chosen language of the person concerned. The working team at Osiris is made up of; a receptionist, two social assistants, an osteopath, a psychiatrist and four psychologists. All members of the team observe professional and medical confidentiality. Osiris is an association which is fully independent of the state.’[192]
- Osiris provides psychotherapy: ‘We support patients in individual, marital, mother-child, family and group psychotherapy.’[193]
- Osiris also provides psychiatry: ‘The state of health of patients sometimes requires a psychiatric check-up which can lead to medical follow-up with the use of drug treatment…’[194]
- Furthermore, Osiris provides socio-legal support[195].

12.1.23 Parole Sans Frontière, Strasbourg – Offers psycho-therapeutic consultations for exiles who are victims of torture and violence[196]. The team includes 4 clinical psychologists and 3 therapists[197].

12.1.24 Primo Levi Centre, Paris

- A non-profit organisation dedicated to the care and support of survivors of torture and political violence exiled in France, regardless of immigration status. More than 400 people from 50 different countries visit the centre every year for multidisciplinary treatment and the care provided lasts an average of three years [198]. The multidisciplinary team includes psychologists, general practitioners, physiotherapists, lawyers and social workers[199].
- Beneficiaries of treatment are asylum seekers (40%), people with international protection status (30%) and failed asylum seekers (30%)[200].

[191] Médecins du Monde, Humanitarian Aid Association in Toulouse, no date
[192] Osiris, Centre Osiris, no date
[193] Osiris, Accompaniments, no date
[194] Osiris, Accompaniments, no date
[195] Osiris, Accompaniments, no date
[196] Parole sans Frontière, Home, no date
[197] Parole sans Frontière, Team, no date
[198] Primo Levi Centre, Home, no date
[199] France Terre d’Asile, Focus on the Primo Levi Centre: caring after the violence..., 16 Sept 2025
[200] France Terre d’Asile, Focus on the Primo Levi Centre: caring after the violence..., 16 Sept 2025

- Provides training to 3,000 professionals and volunteers per year[201].
- Patients mainly receive medical care (78% of patients) and/or psychological support (70%). More than half of patients (56%) contact the social services department and 40% the legal department. Around 4% of patients receive physiotherapy. Consultations are held in the patient's preferred language as much as possible; some foreign languages are spoken fluently by the centre's clinicians and in other cases, professional interpreters are used[202].
- Unaccompanied children/minors are also provided with psychological help in close collaboration with external organisations such as child welfare, schools, reception centres for asylum seekers and the Centre médico-psycho-pédagogique (CMPP medical-psychological centre for children)[203].

12.1.25 Samusocial provides medical assistance at migrant camps and CAES. The organisation's website stated:

'Since 2015, the Migrants Mission has been responsible for carrying out, at the request of the Regional Health Agency (ARS), a set of health actions for migrants in the Ile-de-France region. The Migrants Mission is made up of nurses and interpreters who go to meet migrants, in the Reception Centres (CAES) or in the camps. It carries out nursing check-ups, provides care, and refers to external care structures: Permanence d'Accès aux Soins de Santé (PASS), Emergency Reception Service (SAU), Medico-Social Centre (CMS), Medico-Social Centre (PMS), Psychiatric Orientation and Reception Centre (CPOA), etc. It also plays a health monitoring role.'[204]

12.1.26 The Group for Information and Support of Immigrants (GISTI) is a Paris-based organisation which provides free legal advice to migrants[205]. GISTI's website provides links, including via an interactive map, which indicates local services and support available to migrants and refugees across different regions of France.

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13. Healthcare

13.1 Universal health coverage

13.1.1 A November 2024 article by Generis Global, a legal services firm (Generis Global November 2024 article) noted, 'The public healthcare structure in France is designed to provide universal access to healthcare services for all residents… Overall, the public healthcare structure in France underscores a commitment to comprehensive, accessible, and high-quality healthcare for all citizens.'[206]

13.1.2 A 2022 report by the European Commission against Racism and Intolerance (ECRI), (ECRI 2022 report) stated: 'The "universal health protection" system guarantees everyone working or residing in France continuously for more

[201] France Terre d'Asile, Focus on the Primo Levi Centre: caring after the violence..., 16 Sept 2025
[202] Primo Levi Centre, Caring, no date
[203] Primo Levi Centre, Caring, no date
[204] Samusocial de Paris, The Migrants Mission, no date
[205] GISTI, The GISTI?, no date
[206] Generis Global, An Overview of the Healthcare System in France: Structure ... ,15 November 2024

than three months the right to have their health costs covered on a personal basis throughout their lives (with cover also applying to their dependent children), without having to prove they are in employment.'[207]

13.1.3 The World Health Organisation (WHO) published a report in April 2024 that noted:

'The French health system is organized through a social health insurance (SHI) scheme... Entitlement to SHI benefits is based on legal residence (not on payment of contributions)… Although user charges (co-payments) are applied to most SHI benefits, including primary care visits and hospital admissions, about 95% of the population has complementary health insurance (CHI) to cover these co-payments. This unusually high level of CHI coverage reflects decades of Government intervention and investment, including the provision of free and heavily subsidized CHI for people with very low incomes…'[208]

13.1.4 The WHO report explained that the SHI scheme is managed by the Union Nationale des Caisses d'Assurance Maladie, which is commonly known as Assurance Maladie[209]. The Assurance Maladie website stated, 'Anyone who works or resides in France on a stable and regular basis is entitled to have their health expenses covered on a personal basis and continuously throughout their lives: this is the principle of universal health protection.' The entitlement to universal health protection is known as PUMa (Protection Universelle Maladie)[210].

13.1.5 The Assurance Maladie website explained that '… Health Insurance reimburses a significant part of the health costs, whether it is consultations, examinations, surgery, medication, hospitalisation or transport costs, etc. It covers an average of 76.8% of health expenses, to which is added the coverage of complementary health insurance. In France, policyholders benefit from one of the lowest out-of-pocket expenses in the world.'[211]

13.1.6 Assurance Maladie also explained eligibility and entitlements under the complementary health insurance scheme (Complémentaire Santé Solidaire, CSS). CSS is for low-income individuals or families and covers the proportion of health expenses that is not covered under primary health insurance (Assurance Maladie). Under CSS, a patient does not pay for:

- consultations with a doctor, dentist, physiotherapist, nurse or hospital;
- medicines in pharmacies;
- medical devices, such as bandages, blood glucose meters, or wheelchairs.
- medical transport, medical analyses, radiology examinations;
- glasses (lenses and frames), dental prostheses (crowns and dental appliances) and hearing aids[212] [213]

[207] ECRI, ECRI Report on France (sixth monitoring cycle) (page 25), 21 September 2022
[208] WHO, Can people afford to pay for health care?... protection in France (page 2), 19 April 2024
[209] WHO, Can people afford to pay for health care?... protection in France (page 2), 19 April 2024
[210] Assurance Maladie, Universal health protection, 25 March 2025
[211] Assurance Maladie, Guaranteeing universal access..., 24 July 2025
[212] Assurance Maladie, Complementary health insurance: you don't have to pay..., 12 November 2025
[213] Assurance Maladie, The Complementary Health Solidarity in brief, 7 November 2025

13.1.7 The Liste des Produits et Prestations remboursables (LPP) is a list of products and services covered by health insurance. The list does not include medicines[214]. The LPP is updated monthly and is available for download[215]. For information on medicines covered by health insurance see Medication

13.1.8 An adult asylum seeker is entitled to PUMa and CSS after 3 months residence in France (see Entitlement). For entitlements during the initial 3 months residence see Healthcare during first 3 months

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13.2 Availability of medication

13.2.1 The website of the Ministry of Health, Families, Autonomy, and Disabled People provides a list of 'essential' medicines '…whose supplies must be secured as a priority to ensure that the quality of care is maintained…' The list was most recently updated in June 2024 and contains almost 600 essential medicines[216].

13.2.2 The National Agency for the Safety of Medicines and Health Products (ANSM) is a public body that oversees access to health products – including medication – in France[217]. ANSM provides detailed lists showing the most up-to-date availability of a wide range of medications used to treat mental health conditions in France[218]:

- Antidepressants (updated 15 December 2025)
- Antipsychotics (updated 26 January 2026)
- Psychostimulants (updated 14 January 2026)
- Thymoregulators (updated 9 February 2026)

13.2.3 The National Order of Pharmacists (ONP) is the official professional body for pharmacists in France[219]. The ONP provides a directory of pharmacists on its website, which can be searched by town or postcode[220].

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13.3 Affordability of medication

13.3.1 The European Observatory on Health Systems and Policies stated: '… Accessibility of pharmaceuticals is high due to an extensive public benefits basket and a well distributed network of pharmacies. The SHI covers around 80% of pharmaceutical expenditures, which pays for prescription medicines based on their effectiveness.'[221]

13.3.2 Health Insurance covers all or part of the cost of prescribed medications provided that the medication is included on the 'List of medicines reimbursable to social insured persons', which is set by ministerial decree[222].

13.3.3 The website of the French Ministry of Labour, Health, Solidarity and Families

[214] GoF, List of products and services (BVG), no date
[215] Ameli, List of products and services – BVG, 26 February 2025
[216] Ministry of H, F, A, and D, Addressing drug shortages: List of 'essential' medicines, June 2024
[217] ANSM, ANSM in brief, no date
[218] ANSM, Mental health, 20 August 2025
[219] National Order of Pharmacists, Ensuring the competence of pharmacists, 7 July 2022
[220] National Order of Pharmacists, The directory of pharmacists / establishments, 23 August 2022
[221] European Observatory, France: health system summary 2024 (page 10), 6 December 2024
[222] Assurance Maladie, Reimbursement of medicines and third-party payment, 26 February 2025

hosts a public database of medicines[223]. The database can be searched to check if a medicine is covered by health insurance:

- Go to the site
- Enter the medicine name under 'Recherche par médicament' (or 'research by drug' in the translated version)
- If a medicine is reimbursable under health insurance, a '€ Redeemable' tag is visible in the top left-hand corner of the 'fact sheet'

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14. Mental healthcare

14.1 General services and support

14.1.1 In 2022 France had 77.12 psychiatric care beds in hospitals per 100,000 inhabitants. This compared with an EU average of 71.96[224].

14.1.2 Also in 2022, France had 22.69 psychiatrists per 100,000 inhabitants. Eurostat did not provide an EU average so, for comparison, Germany had the highest ratio of psychiatrists (28.77) and Bulgaria the lowest (10.56)[225].

14.1.3 Santé Publique is France's national public health agency, under the supervision of the Ministry of Health[226]. Information on Santé Publique's website, updated on 30 September 2025, described two types of helplines available for people with mental health conditions:

- Volunteer helplines working in suicide prevention: SOS Amitiés, SOS Suicide Phénix, Suicide Ecoute and Phare enfants-parents. See also Suicide prevention
- More specific schemes, for example, SIS Association (supporting LGBT+ people); Fil Santé jeunes (supporting young people under age 25)[227]

14.1.4 Psycom, a public organisation that informs, guides and raises awareness about mental health[228] signposts people to support services and provides on its website:

- A list of national schemes offering psychological support by phone, chat and internet[229]
- A list of self-help associations providing support for a wide range of mental health conditions, and drug and alcohol addiction[230]
- A list of resource centres providing support for a range of conditions including learning disabilities, schizophrenia and bipolar disorder[231]

14.1.5 The website Retab.fr provides a free search engine and interactive map, which allows the user to identify, locate and contact a wide range of health

[223] Ministry of L,H,S & F, Public Database of Medicines, updated 6 November 2025
[224] Eurostat, Hospital beds by function and type of care, 15 July 2025
[225] Eurostat, Physicians by category, 28 October 2025
[226] Santé publique, About us, 3 May 2021
[227] Santé publique, Mental health, 30 September 2025
[228] Psycom, About us, no date
[229] Psycom, Helplines, 5 November 2025
[230] Psycom, Self-help associations, 5 November 2025
[231] Psycom, Resource centres, 26 May 2025

services and support available to people with mental health conditions[232]. Retab.fr groups services and support into 6 main categories and 75 sub-categories. When the user selects a sub-category, Retab.fr generates a map which shows the number and location of establishments providing the service/support. CPIT has selected some illustrative examples of the sub-categories, including information on the services/support provided. The number of establishments within each sub-category is given in brackets[233]:

- Hospital Centre (CH): '…public or private health facilities providing care… The CHs take care of the entire population without criteria. Care can take the form of full-time or part-time hospitalisation, outpatient care, free care and involuntary care.' (204)
- Clinic, health centre: '…private health facilities (for-profit or not-for-profit) providing psychiatric care… Most clinics and nursing homes offer care in the form of full-time hospitalisation, but some also provide part-time outpatient care. The clinics only provide free care.' (146)
- CAARUD (Centre for Reception and Support for Harm Reduction for Drug Users): '…dedicated to people affected by an addiction problem and who are not necessarily already engaged in a treatment process or to people exposed by their consumption to major risks (accidents, infections). The missions of the CAARUDs are reception (collective/individual), information, personalised advice, support (access to care, rights, housing), professional integration/reintegration and the provision of infection prevention equipment. The treatment is outpatient.' (55)
- CSAPA (Addiction Prevention Care Centre): 'They welcome anonymously and free of charge all minors or adults, who encounter difficulties with their consumption of psychoactive substances (drugs, alcohol, tobacco and medication), or with their addiction without substances (games, sexual practices, compulsive buying, cyberaddiction, etc.). The missions of the CSAPAs are reception, information, medical, psychological and social assessment, and guidance. The treatment is outpatient.' (171)
- Psychosocial Rehabilitation Centre and Community Centre: '..care systems dedicated to people with mental disorders, offering on the one hand an assessment and on the other hand support focused on recovery.' (98)
- Medico-Psychological Centre (CMP): '…dedicated to people suffering from psychiatric disorders, they offer consultations (nurses, psychologists, social workers, psychiatrists, etc.), care and home visits.' (616)
- Psychotrauma consultation: '…intended to help individuals who have been exposed to traumatic events. These consultations may include specific therapies, such as cognitive behavioral therapy, EMDR (Eye Movement Desensitisation and Reprocessing), or other approaches that help treat symptoms of trauma, such as post-traumatic stress.' (4)

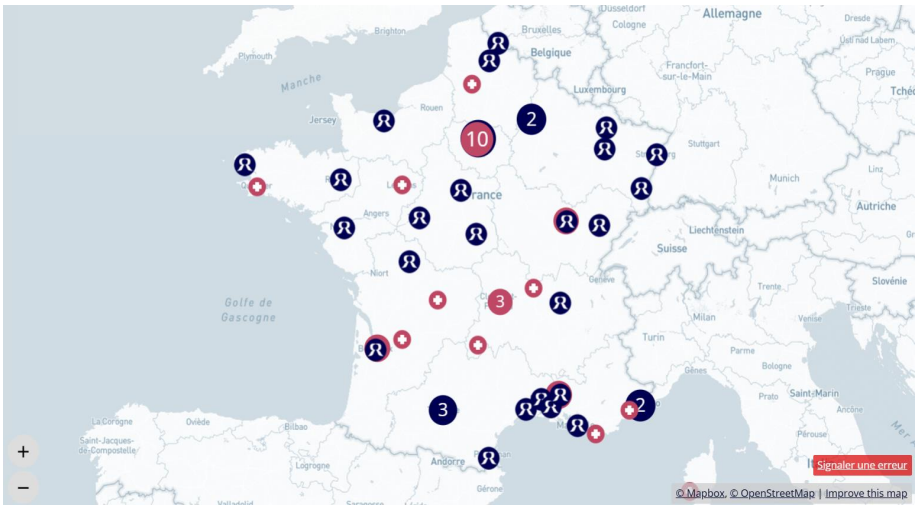
[232] Retab.fr, At the origin of Retab.fr, no date
[233] Retab.fr, The search engine Retab.fr, no date

- Day Hospital (HDJ): '…health care facilities dedicated to people suffering from psychiatric disorders. On medical prescriptions, the HDJs offer care and daytime activities, thus promoting home care.' (594)
- Psychiatric Emergency Department: '…systems for people with mental disorders in an emergency.' (71)
- Psychiatric Care Unit: '..psychiatric care units attached to a Hospital Centre (CH).' (288)
- GEM – Mutual Aid Group: peer support groups '…run by and for mental health users' (149)
- LVA – Living and Welcoming Places: '…social or medico-social systems that provide reception, support and [temporary] accommodation for children, adolescents and adults in a problematic family, social or psychological situation.' (176)
- Residence reception: '…accommodation facilities (with no time limit) dedicated to people with mental disorders… whose social and psychological situation does not allow access to ordinary housing.' (35)

14.1.6 Regional psycho-trauma centres (Centres régionaux du psychotraumatismes - CRPs), located across the country, provide specialist care and treatment for adults and minors suffering from post-traumatic stress disorder (PTSD). Every region of France has at least one CRP[234] [235]. The state-run Centre national de ressources et de résilience (Cn2r), whose mission is to 'improve and disseminate knowledge about psychotrauma and resilience,' leads the network of regional CRPs[236].

14.1.7 The CRPs are consultation centres attached to hospitals. As well as CRPs, other consultation centres, mostly in the private sector, offer treatment for people with PTSD[237].

14.1.8 Cn2r provided an interactive map with contact details of CRPs and other public establishments offering PTSD care[238]:



[234] Cn2r, Finding a care facility – Regional psychotrauma centres (CRP), no date
[235] CRP, Who are we?, 13 January 2025
[236] Cn2r, Who we are, no date
[237] Cn2r, Finding a care facility – Regional psychotrauma centres (CRP), no date
[238] Cn2r, Finding a care facility – Regional psychotrauma centres (CRP), no date

See Healthcare of asylum seekers, refugees and migrants, NGOs supporting asylum seekers and refugees and NGOs working with trafficking victims

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14.2 Suicide prevention

14.2.1 The French Ministry of Labour, Health, Solidarity and Families provided the following information about the VigilanS system, which focuses on suicide prevention:

'The VigilanS system… has the general objective of helping to reduce the number of suicides and the number of recidivism of suicide attempts. VigilanS consists of a system of contact and alert by organising a network of health professionals around the person who has attempted suicide who will keep in touch with them.

'In September 2025, VigilanS is deployed in [13 regions in mainland France], and in 100 departments.

'Anyone hospitalised for a suicide attempt is given the option of being included in VigilanS at the time of discharge. A resource card is then given to them, indicating the telephone number where they can reach trained caregivers who will be able to respond effectively in the event of difficulty or problems. This number is a toll-free number, free of charge from both a landline and a mobile phone, and available during working hours.

'At the same time, their general practitioner and possibly their … psychiatrist receive a letter informing them of… their patient's entry into [the system]…

'VigilanS is a real monitoring tool that proceeds in three steps:

- 'When leaving the hospital, the patient receives the card with the telephone number of VigilanS, which they can contact at any time..;
- 'If the person has already made more than one suicide attempt, VigilanS contacts them by phone between 10 and 20 days after leaving the hospital to inquire about their state of health. If they do not respond, the attending physician and the psychiatrist are contacted… [the patient] receives a personalised postcard or an SMS every month for four months;
- 'After 6 months, all these people are called back for a detailed telephone assessment of their situation and their mental health status. Following this evaluation, the monitoring is either renewed or terminated because it is deemed superfluous.

'The 2023 evaluation by Santé publique France shows that the risk of suicidal repetition is reduced by nearly 40% for patients included in VigilanS compared to a group of patients not included in this system. This assessment was also the subject of an article in August 2025 in the Journal of the American Medical Association (JAMA).'[239]

14.2.2 The French Ministry of Labour, Health, Solidarity and Families provided details of a national helpline for people with suicidal thoughts (translated from French in house):

'Call 3114, the national suicide prevention number. A healthcare professional

[239] Ministry of L,H,S & F, The VigilanS recontact system, 9 September 2025

(nurse or psychologist), specifically trained in suicide prevention, will be at your disposal to assess your situation and offer you resources adapted to your needs or those of your loved ones. The line is open 24/7. The call is free and confidential.

'In the event of an imminent risk of suicide, call the SAMU (15) or 112 (European number). You can find tips and resources on the www.3114.fr website, whether you are concerned for yourself or a loved one.'[240]

14.2.3 The website also provided information on additional suicide-prevention resources:

'– SOS Amitié… free, anonymous and confidential listening service... 24/7 telephone helpline…Chat from Monday to Sunday from 1 pm to 3 am. Free e-mail listening service.

'– Fil Santé Jeunes an anonymous and free listening service for 12-25 year olds on the themes of health, sexuality, love, unhappiness, etc. Telephone hotline every day from 9:00 a.m. to 11:00 p.m… Individual chat open every day from 9:00 am to 10:00 pm.

'– Say Je suis Là National suicide prevention platform for the general public… Directories and Places of Reference

'– Suicide Listening Anonymous listening to people facing suicide. 24/7 telephone helpline…

'– SOS Suicide Phénix Anonymous welcome and listening to anyone dealing with the problem of suicide. Telephone hotline from 1:00 p.m. to 11:00 p.m… Listening service by messaging on the association's website.

'– Lighthouse Children-Parents a space for welcoming and listening to young people's unhappiness and suicide prevention, aimed at parents and young people. Telephone hotline from Monday to Friday from 10:00 a.m. to 5:00 p.m… Listening service by messaging on the association's website.

'Other information resources:

- 'Santé publique France website: reference sites and remote help lines;
- 'Psycom website: Helplines - Psychiatric emergencies;
- 'Health Insurance website: Suicidal crisis: acting before the suicide attempt'[241]

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15. Healthcare of asylum seekers, refugees and migrants

15.1 Entitlement

15.1.1 The February 2026 Z&F expert report stated, 'The right to health and social protection is a Human right, constitutionally protected. The French Constitutional Council ("Conseil Constitutionnel") has considered that the exclusion from social benefits of foreigners residing legally in France would violate the constitutional principle of equality (Conseil Constitutionnel, 22

[240] Ministry of L,H,S & F, What to do and who to turn to in the face of a suicidal crisis?, 8 Sept 2025
[241] Ministry of L,H,S & F, What to do and who to turn to in the face of a suicidal crisis?, 8 Sept 2025

January 1990, n°89-269)[242]. For details about the Z&F expert report see Sources

15.1.2 Beneficiaries of international protection are entitled to the same healthcare as French citizens[243] [244].

15.1.3 Regarding access to healthcare for asylum seekers, the February 2026 Z&F expert report noted:

'During the first three months after making an asylum claim in France, an asylum seeker is mainly provided healthcare through the "Permanences d'accès aux soins de santé" (PASS) system (a.) However, an asylum seeker may also request access to the exceptional medical assistance scheme ("Humanitarian AME") (b.) or to the fund for urgent and vital care ("DSUV") (c.) and finally may benefit from the healthcare services provided by non-profit organisations (d.)

'… three months after they have filed their asylum application, asylum seekers are eligible for universal health coverage ("Protection universelle maladie", PUMA) and supplementary health insurance ("Complémentaire santé solidaire", CSS or C2S). Universal health coverage entitles applicants to free medical and hospital care for themselves, their spouse and their children.'[245] For more information on PUMa and CSS see Universal health coverage. For more information on PASS, Humanitarian AME and DSUV see Healthcare during first 3 months. For more information on healthcare provided by NGOs see NGOs supporting asylum seekers and refugees

15.1.4 The MoI informed the EUAA in its April 2023 report that:

'An applicant for international protection is entitled to full health care coverage: Protection Universelle Maladie (PUMa), as well as Complémentaire Santé Solidaire (CSS), a supplemental health insurance program.

'Access to complete health care is immediate for minors and requires three months of residence in France for an applicant who has attained his/her majority. During this three-month period, the applicant for international protection has guaranteed access to urgent care:

- 'Care where the vital prognosis is involved and the absence of care could lead to a serious and lasting deterioration in the health of the person or an unborn child;
- 'Care to prevent the spread of a disease to others or the community;
- 'Care of a pregnant woman and a newborn (preventive examinations during and after pregnancy, childbirth);
- 'Abortion (voluntary or for medical reasons).

'Besides, he/she can also benefit from free medical consultations through health care access permanencies (PASS) in health facilities or with certain associations (SAMU Social, Croix Rouge Française, Médecins du Monde)

[242] Zimeray & Finelle Avocats, Expert report of François Zimeray (page 36), 9 February 2026
[243] Forum Réfugiés, Content of International Protection (Section G – Health care), 10 July 2024
[244] GoF, Q&A #1 (3.4.1) [Available on request], 7 July 2025
[245] Zimeray & Finelle Avocats, Expert report of François Zimeray (page 37), 9 February 2026

for dental, ophthalmological or psychological care.'[246]

15.1.5 In correspondence with the Home Office, the Government of France confirmed, 'During the three-month waiting period [for access to PUMa and CSS], urgent care is provided via the PASS or via the Emergency Department in hospital facilities.' The Government of France added that the 3-month waiting period is strictly applied[247].

15.1.6 Forum Réfugiés noted:

'Asylum seekers under the regular procedure, like any other third-country nationals below a certain income level, have access to healthcare thanks to the Universal Health Protection Scheme (PUMA). Since January 2020, the 3-month residence requirement applies to all adult asylum seekers without exception. During the first three months, they only have access to emergency health coverage (Dispositif Soins Urgents et Vitaux). Children have access to health care coverage upon arrival. After this 3-month period, asylum seekers benefit from the PUMA...

'Persons who have no right to remain on the territory, including rejected asylum seekers, benefit from the PUMA for six months after the end of validity of the asylum claim certificate ... After this period, State Medical Aid (AME) enables them to receive free treatments in hospitals as well as in any doctors' offices.'[248]

15.1.7 The MoI explained how asylum seekers access PUMa and CSS:

'The PUMa allows the applicant to be covered free of charge for all his medical and hospital expenses, for him/herself, his/her spouse, as well as his/her children.

'To benefit from it, the applicant must send their application to the Primary Health Insurance Fund (CPAM) [Caisse primaire d'assurance maladie] of their department of domicile. They can be helped in this process by the accommodation centre of the national reception system in which they are accommodated or by the first reception structure for asylum seekers (SPADA) [structure de premier accueil des demandeurs d'asile] responsible for offering them social, legal and administrative support throughout the duration of their asylum procedure.

'Entitlement to CSS is means-tested and valid for one year. At the end of this period, it is necessary to apply for their renewal.'[249]

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15.2 Healthcare during first 3 months

a. PASS

15.2.1 The February 2026 Z&F expert report explained that the PASS system was created, 'to combat exclusion and guarantee equal access to healthcare [and] consists mainly of hospital-based structures that enable persons in precarious situations, including asylum seekers, to receive medical and social care. It thus provides a transitional bridge, enabling disadvantaged

[246] EUAA, Information on procedural elements and rights of applicants … (1.5), 17 April 2023
[247] GoF, Q&A #1 (4.1.1) [Available on request], 7 July 2025
[248] Forum Réfugiés, Country report: Health care, last updated 11 June 2025
[249] GoF MoI, Access to healthcare - Asylum, 15 March 2021

individuals to access care and social support so that they can eventually be redirected to the standard healthcare system once their rights have been restored.'[250]

15.2.2 The French Ministry of Labour, Health, Solidarity and Families provided a summary of the function and services provided by PASS:

'… [PASS] is a care unit for any sick person in a precarious situation. It provides coordinated care: medical, social, nursing, and support throughout their healthcare journey.

'A PASS welcomes any patient:

- without health insurance or supplemental health insurance;
- and/or whose social situation prevents them from accessing medical care (inability to pay for treatment, lack of stable housing or precarious accommodation, difficulty navigating the system, extreme vulnerability, or social exclusion).

'A PASS allows:

- access to the hospital's technical facilities (laboratory, radiology, pharmacy, etc.) and medical specialties;
- access to medication;
- a return to community-based medicine and local healthcare services.

'A patient can be referred to the PASS by the hospital's administrative reception, after their visit to the emergency room, by an external partner, or present themselves spontaneously. The PASS team adapts its care to the patient's situation and environment. It may use professional healthcare interpreters. It works with community and institutional partners in its area. Some PASS centres have specific activities: psychiatric, mother-child, dental, or outreach programs…'[251]

15.2.3 The February 2026 Z&F expert report quoted from a ministerial note sent to health institutions in 2022, which summarised the function of PASS:

'… The PASS provides access to healthcare in the broadest sense, at no cost to the patient: general and/or specialist medical consultations, technical facilities, nursing care and the dispensing of medication. Like any hospital service, the PASS must be able to call on professional interpreting services for patients who require them. As the PASS is a generalist service aimed at providing transitional care, PASS patients cannot receive all the specialist care they may need within the PASS alone. They may therefore be referred and must have access, like any other patient, to all the technical facilities and/or consultations provided by the establishment.'[252] The Z&F report commented that the range of specialised services available through PASS – such as dermatology, dental care and psychiatry – varied between hospitals[253].

15.2.4 On accessibility, the Z&F report commented:

[250] Zimeray & Finelle Avocats, Expert report of François Zimeray (page 37), 9 February 2026
[251] Ministry of L,H,S & F, PASS guide: What is a PASS?, Updated 3 April 2025
[252] Zimeray & Finelle Avocats, Expert report of François Zimeray (pages 37 to 38), 9 February 2026
[253] Zimeray & Finelle Avocats, Expert report of François Zimeray (page 38), 9 February 2026

'The PASS scheme is largely accessible. In practice it is used mostly by non-French nationals:

- who do not meet the condition of legal residence referred to in Article L. 380-1 of the Social security Code.
- who are undocumented migrants with regard to national legislation and who are not beneficiaries of the State medical assistance scheme ("Aide Médicale d'Etat", AME)…

'To gain access to the PASS scheme, asylum seekers can simply visit a PASS service in a determined hospital. The conditions for treating the patients, including that the patient has no other health coverage, will be verified. In special circumstances, such as when an undocumented foreign national requires urgent medical care, the patient may be admitted to a healthcare facility without his or her situation being verified. Access to the PASS is therefore via a physical reception desk, with or without an appointment.'[254]

15.2.5 The MoI explained how an asylum-seeker can access PASS care: 'To benefit from [urgent care], asylum seekers can go to the health care access offices (PASS) located in hospitals. They will be taken care of by doctors and medicines can be delivered to them free of charge. In addition, some associations offer permanent access to dental, ophthalmological or psychological care without the need to be insured by social insurance.'[255]

15.2.6 The February 2026 Z&F expert report referred to a 2023 article by GISTI which highlighted problems with the PASS system, including a statement by GISTI that PASS units may refuse admission to people who did not have a passport. In response, the Z&F report noted that:

'…The law appears to be silent on the existence or not of an obligation for PASS applicants to prove their identity and does not seem to require from hospitals that they imperatively request a passport of them…

'I believe that the GISTI's point regarding the necessity to provide specifically a passport may not be an accurate reflection of reality. First, migrants having filed a request for asylum will have handed their passport to the French authorities and as such, would not be able to show a copy of it when requesting access to a PASS service. Second, it appears useful referring to the accepted means of proof of identity established by law in the context of the State medical assistance scheme [AME]… which are very large and include for example a translation of a birth certificate extract, a translation of the family record book, a copy of a previously held residence permit or "any other document that can prove the person's identity". As a consequence, it can reasonably be assumed that where a person is required to prove his or her identity to benefit from the PASS scheme of a given hospital, he or she may do so by all means. This however does not mean that all hospitals duly comply with their obligations and some may still have wrong practices.'[256]

15.2.7 Psycom provided more detail on the services offered through PASS, including mental health services provided by 'PASS-Psy':

[254] Zimeray & Finelle Avocats, Expert report of François Zimeray (page 38), 9 February 2026
[255] GoF MoI, Access to healthcare - Asylum, 15 March 2021
[256] Zimeray & Finelle Avocats, Expert report of François Zimeray (pages 39 to 40), 9 February 2026

‘Healthcare Access Centres (PASS) are facilities located in hospitals and designed to help people in precarious situations. PASS centres facilitate access to the healthcare system and care for these individuals in hospitals, as well as in healthcare, reception, and social support networks. People are seen by a multidisciplinary team (doctors, nurses, social service assistants, etc.). Some PASS are developed within psychiatric hospitals and may then be referred to as PASS-Psy.’[257]

15.2.8 In correspondence with the Home Office, the Government of France stated that ‘Psychiatric emergencies are dealt with without delay. There are also numerous "PASS psy" in hospitals.’[258]

15.2.9 The February 2026 Z&F expert report noted the publication in 2024 of a report by the French Ministry of Labour, Health and Solidarity. The report cited a survey from 2022, which recorded 43 psychiatric PASS units (out of a total 456 PASS units across France, including the overseas territories)[259]. The Z&F report provided 2 examples of hospitals with specialised psychiatric PASS programmes (Henri Mondor Hospital in Créteil and Edouard Toulouse hospital in Marseille)[260].

15.2.10 The Burgundy-Franche-Comté Hospital Association (AHBFC) is a regional PASS-Psy service provider. AHBFC explained that PASS-Psy is intended for:

- any adult in a situation of social vulnerability
- for whom a psychiatric condition is suspected or confirmed and
- who experiences difficulties in accessing psychiatric care[261].

15.2.11 AHBFC set out a 3-step process for care provision through PASS-Psy:

Step 1: Identification of individuals experiencing precarious situations and mental health difficulties

- The PASS-Psy is contacted by professionals or stakeholders in the social, medico-social, or healthcare sectors.

Step 2: Social and medical assessment

- Social partners are consulted
- Nursing interview at the CMP (Mental Health Centre) for an initial assessment
- Referring psychiatrist defines an appropriate care plan (hospitalisation, outpatient follow-up, home visits, etc.).

Step 3: Support during care

- Actions are coordinated across partners.
- The PASS-Psy plays an active monitoring role with partners after entry into care[262].

[257] Psycom, Permanence d’accès aux soins de santé (PASS), 4 March 2024
[258] GoF, Q&A #1 (4.1.1) [Available on request], 7 July 2025
[259] Zimeray & Finelle Avocats, Expert report of François Zimeray (page 38), 9 February 2026
[260] Zimeray & Finelle Avocats, Expert report of François Zimeray (page 38), 9 February 2026
[261] AHBFC, PASS PSY Psychiatric healthcare access point, December 2023
[262] AHBFC, PASS PSY Psychiatric healthcare access point, December 2023

15.2.12 The February 2026 Z&F expert report described the role of 'mobile psychiatric teams for people in precarious situations ("Équipes Mobiles Psychiatrie Précarité", EMPP), which work with the PASS and whose mission is to reach out to those who are furthest removed from the healthcare system… [the EMPP] intervene in the places where asylum seekers live or are housed to identify mental suffering and facilitate referral to care in accordance with their principle of "reaching out" ("aller-vers")."[263] The Z&F report did not indicate the number or location of the EMPPs.

b. DSUV

15.2.13 The February 2026 Z&F expert report drew a distinction between the care provided by PASS and the care provided under DSUV (Dispositif de soins urgents et vitaux, the urgent and vital care scheme). PASS care '… is generally delivered on a continuous basis, with healthcare facilities adapting the nature and duration of treatment to the patient's medical situation and specific needs', whereas DSUV care is 'limited to urgent and one-off interventions'[264]. DSUV is set out in Article L.254-1 of the Code of social action and family (CASF)[265].

15.2.14 The Z&F expert report described the care provided under DSUV:

'Only care provided by hospitals (public or private) is covered, including outpatient care. The legal definition is not limited to life-threatening emergencies but covers 'all care whose absence could lead to a serious and lasting deterioration in health' (Article L254-1 CASF). The following are included under 'urgent and vital care':

- Care intended to prevent the spread of disease to family members or the community (e.g. tuberculosis).
- All care for pregnant women and newborns: preventive examinations during and after pregnancy, childbirth.
- Termination of pregnancy (voluntary or for medical reasons).
- Care provided to minors.'[266]

15.2.15 In correspondence with the Home Office, the Government of France explained that doctors are responsible for determining whether someone has a 'serious and lasting deterioration in health', necessary to access urgent healthcare. The Government of France added, 'Generally speaking, we observe that serious chronic illnesses, even without immediate mortal risk, are managed.'[267]

c. Humanitarian AME

15.2.16 The February 2026 Z&F expert report noted that the exceptional medical assistance scheme (humanitarian AME), '… allows individuals who are not entitled to standard social security coverage (including the general AME scheme…) to apply for one-off financial assistance... This applies to individuals who do not reside in France but are present on French territory. Access is not automatic: it is at the discretion of the Minister responsible for

[263] Zimeray & Finelle Avocats, Expert report of François Zimeray (pages 42 to 43), 9 February 2026
[264] Zimeray & Finelle Avocats, Expert report of François Zimeray (pages 37 to 38), 9 February 2026
[265] Zimeray & Finelle Avocats, Expert report of François Zimeray (page 41), 9 February 2026
[266] Zimeray & Finelle Avocats, Expert report of François Zimeray (page 41), 9 February 2026
[267] GoF, Q&A #1 (4.1.1) [Available on request], 7 July 2025

social action. The Code of social action and family specifies that it is a "possibility" if "the state of health [of the applicant] justifies it" (article L251-1, al 2). Expenses may be covered in part.'[268]

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15.3 Mental healthcare – specific to asylum seekers, refugees and migrants

15.3.1 In June 2024, the Primo Levi Centre, a collective of 5 associations – including Amnesty International – which is 'committed to the field of health and the defence of human rights,'[269] published a report on the mental health of 'exiles' in France and stated:

'… the current healthcare system does not respond to this issue [of mental health difficulties for exiles]. The provision of mental health care for exiled people remains largely under-resourced, particularly at the level of so-called advanced care….

'Accommodation teams are on the front line in welcoming these people groups, but identifying and supporting mental health issues is difficult in the absence of training. Even when the disorder is identified, the possibilities of referral to mainstream facilities are slim: these are saturated, under-resourced, and mostly concentrated in large cities, particularly in the Ile-de-France region. Recourse to the voluntary sector thus becomes essential. The majority of facilities capable of caring for exiled people suffering from mental health issues are specialised care centres, most of which are managed by associations, with only around 15 associations in France.'[270]

15.3.2 For comparison, the February 2026 Z&F expert report described the public mental healthcare available through PASS-Psy:

'The PASS scheme is largely accessible. In practice it is used mostly by non-French nationals… To gain access to the PASS scheme, asylum seekers can simply visit a PASS service in a determined hospital...'[271] The Z&F report explained that the availability of specialist services provided through PASS – such as psychiatry – varied by hospital, and cited statistics indicating the presence of 43 specialised psychiatric PASS units (out of a total 456 PASS units across France, including the overseas territories)[272]. For more information on both public and NGO-provided mental healthcare see Mental healthcare, PASS, NGOs supporting asylum seekers and refugees and NGOs working with trafficking victims

15.3.3 The Primo Levi Centre report added:

'Medico-Psychological Centres (CMP) allow anyone experiencing psychological difficulties to benefit from medical, psychological and social consultations. It is from the CMP that outpatient services are organised… Consultations are free but the prescribed treatments require obtaining health insurance, which, for a precarious, non-French-speaking population with no knowledge of the healthcare system, remains very complex. Attached to a public hospital, CMPs are responsible for a specific geographic area, which is often an obstacle for exiled people who move around the country

[268] Zimeray & Finelle Avocats, Expert report of François Zimeray (pages 40 to 41), 9 February 2026
[269] Primo Levi Centre, Who are we? no date
[270] Primo Levi Centre, Mental Health of Exiles (page 5), June 2024
[271] Zimeray & Finelle Avocats, Expert report of François Zimeray (page 38), 9 February 2026
[272] Zimeray & Finelle Avocats, Expert report of François Zimeray (page 38), 9 February 2026

depending on the vagaries of their administrative and accommodation arrangements. In 2020, there were 3,100 CMPs [in France]…'[273]

15.3.4 The report also commented on the use of interpreters:

'The use of professional interpreting represents a major challenge, not only in identifying needs, but also in directing people to care. A large proportion of people exiled in France do not speak French well enough to benefit from quality medical care without using an interpreter. In 2023, this was the case for 60% of patients at the Primo Levi Centre. This need has been largely neglected in public health policies. Despite official recognition of the relevance of using language interpreting by the French National Authority for Health since 2017, professional interpreting remains very insufficient in health services, which hinders the quality of care. The systematic use of professional interpreters is often considered too expensive and too complicated...'[274]

15.3.5 In July 2024 Forum Réfugiés reported:

'National legislation does not provide any specific guarantee for access to care related to mental health issues. Asylum seekers can theoretically benefit from psychiatric or psychological counselling thanks to their health care coverage (AME or PUMA). However, access remains difficult in practice because many professionals refuse to receive non-French speaking patients as they lack the tools to communicate non-verbally and/or the funds to work with interpreters.

'Victims of torture or traumatised asylum seekers can be counselled in a few NGO structures that specifically take care of these traumas. This adapted counselling is provided, for instance, at the Primo LeviCentre and Comede in Paris as well as the Comede and Osiris centres in Marseille, Mana in Bordeaux, Forum réfugiés – Cosi Essor Centre in Lyon and Clermont Ferrand, Parole Sans Frontière à Strasbourg, Comede in the Loire departement... These specialised centres are however too few in France, unevenly distributed across the country and cannot meet the growing demand for treatment. The difficulties are aggravated by the geographical locations of some reception centres where accessing mental health specialists would entail several hours of travel.'[275]

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16. Removals

16.1 Immigration detention

16.1.1 Service-Public noted that a person subject to administrative removal '… may be placed in an administrative detention centre [CRA]… or placed under house arrest.'[276]

16.1.2 The MoI noted in their report to the EUAA, dated April 2023, that: 'Third country nationals held in administrative detention centres are informed about the reasons for their placement in these centres. They are notified of the administrative decision to detain them with a view to their removal/transfer…

[273] Primo Levi Centre, Mental Health of Exiles (page 23), June 2024
[274] Primo Levi Centre, Mental Health of Exiles (page 25), June 2024
[275] Forum Réfugiés, Reception conditions (Section D – Health care), 11 June 2025
[276] Service-Public, Removal of a foreigner (expulsion, OQTF...), no date

This document also mentions the legal remedies available to challenge this decision...'[277]

16.1.3 Forum Réfugiés noted that 'A person can remain in administrative detention for a maximum of 90 days', adding that beyond this, '… any foreigner who has not been removed must be released.'[278]

16.1.4 In April 2025, Forum Réfugiés and others published the Administrative Detention report covering 2024 (translated from French in-house). The report noted that there were 21 CRAs in mainland France[279] which detained 16,228 people in 2024[280]. The report did not state how many of the detainees were asylum seekers or failed asylum seekers. In 2024, the average length of detention in CRAs was 33 days[281].

See also the section on Refugee Status Determination process – Detention for the purpose of the asylum procedure

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16.2 Voluntary return

16.2.1 OFII provides an assisted voluntary return (AVR) scheme and also reintegration support schemes[282] [283].

16.2.2 In October 2022, the Ministry of Gender Equality and the Fight against Discrimination (MGE) published a training guide for the identification and protection of victims of trafficking (VoT). The guide stated that, depending on the country of origin, the International Organisation for Migration (IOM) could offer support to foreign VoT, including pre-departure activities, assistance upon arrival and follow-up after their return[284] (translated from French in house).

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16.3 Enforced return

16.3.1 A decision to remove a person or an 'obligation to leave French territory' (OQTF) is taken by the prefect and requires the person to leave France by their own means within 30 days[285]. There may also be situations in which the person must leave 'without delay', for example, if the person is at risk of absconding[286].

16.3.2 A person subject to an OQTF who has not left France of their own volition may be placed in a detention centre or under house arrest while the French administration organises their removal[287]. Enforced removals and deportations are subject to appeal[288] [289]. See also Immigration detention

[277] EUAA, Information on procedural elements and rights of applicants … (3.2), 17 April 2023
[278] Forum Réfugiés, Detention of Asylum Seekers (section B.4 – Duration of detention), 11 June 2025
[279] Forum Réfugiés, Administrative Detention Annual Report 2024 (page 12), 29 April 2025
[280] Forum Réfugiés, Administrative Detention Annual Report 2024 (page 9), 29 April 2025
[281] Forum Réfugiés, Administrative Detention Annual Report 2024 (page 9), 29 April 2025
[282] OFII, Return and reintegration assistance schemes, no date
[283] OFII, Return and reintegration assistance schemes, no date
[284] GoF MGE, Identifying and Protecting Victims of Human Trafficking... (IV(A)(7)), 7 October 2022
[285] Service-Public, Obligation to leave French territory (OQTF) (30-day period), 13 November 2024
[286] Service-Public, Obligation to leave French territory (OQTF) (Without delay), 13 November 2024
[287] Service-Public, Obligation to leave French territory (OQTF) (30-day period), 13 November 2024
[288] Service-Public, Obligation to leave French territory (OQTF) (30-day period), 13 November 2024
[289] Service-Public, Expulsion of a foreigner from France, 28 October 2024

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17. Human trafficking

17.1 Sources

17.1.1 While multiple sources are referenced throughout this section, 3 sources are referred to frequently:

i. **February 2026 Z&F expert report**: The Home Office instructed Paris-based law firm Zimeray & Finelle Avocats to provide an expert report explaining the situation of adult migrants arriving in France who claim to be VoT. The expert was asked to describe the legal framework and '… to examine how in practice asylum seekers may access asylum support, trafficking-specific assistance, and physical and mental healthcare, including who they must contact, where they would go, and how support is obtained in all relevant scenarios from arrival onwards.'[290]

The expert report was drafted by François Zimeray in close collaboration with other members of Z&F, all of whom are lawyers at the Paris Bar. Z&F's practice focuses '… primarily on fundamental rights, applied to many different fields of law, including asylum law…. [Z&F] has advised and accompanied many asylum seekers before the administrative and judicial bodies examining requests for asylum in France in cases of a particular gravity from a human rights perspective.'[291] In addition to legal practice, François Zimeray has held diplomatic roles, including 5 years as the French Ambassador-at-Large for Human Rights. This involved representing France at multilateral forums such as the United Nations and the European Union, and also conducting field missions, meeting with NGOs, human rights lawyers, public authorities, and community leaders[292]. Between 1999 and 2004, François Zimeray was a Member of the European Parliament where he served on the Foreign Affairs, Human Rights and Defence Committees[293].

ii. **October 2025 SSER statistical report**: On 14 October 2025, the MoI published a report compiled by SSMSI (the Ministerial Statistical Service for Internal Security) and the SSER (the Ministerial Statistical Service of the Ministry of Justice). The report provided official data on human trafficking and exploitation in France from 2024, including information on victims and perpetrators such as the number of complaints filed with the national police and gendarmerie, and the number of prosecutions and convictions[294].

iii. **October 2025 VoT NGO survey**: On 16 October 2025, the Interministerial Mission for the Protection of Women against Violence and the Fight against Trafficking in Human Beings (MIPROF) published the results of a survey of NGOs who support victims of exploitation and/or trafficking. The survey is an element of the French government's strategy to combat exploitation and human trafficking, as set out in the

[290] Zimeray & Finelle Avocats, Expert report of François Zimeray (page 3), 9 February 2026
[291] Zimeray & Finelle Avocats, Expert report of François Zimeray (page 3), 9 February 2026
[292] Zimeray & Finelle Avocats, Expert report of François Zimeray (pages 4 to 5), 9 February 2026
[293] Zimeray & Finelle Avocats, Expert report of François Zimeray (page 6), 9 February 2026
[294] SSER & SSMSI, Human trafficking... a statistical overview (Sources and method), 14 Oct 2025

2024-2027 National Plan[295] [296]. Data collection took place between February and July 2025 and 44 organisations completed the questionnaire[297]. The number of responses to each survey question varied as not all NGOs provided data for all questions[298], sample sizes are indicated in the CIN as 'n'.

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17.2 Monitoring mechanisms

17.2.1 The US Department of State (USSD) publishes an annual Trafficking in Persons (TiP) report which ranks countries into one of 4 'Tier' categories (Tier 1 is the best ranking). A country's Tier is based upon the government's efforts to meet defined minimum standards for the elimination of human trafficking. Tier rankings involve an assessment of multiple factors including: enactment and implementation of laws, and victim identification, support and protection[299].

17.2.2 The 2025 USSD TiP report for France, covering 1 April 2024 to 31 March 2025, stated: 'The Government of France fully meets the minimum standards for the elimination of trafficking. The government continued to demonstrate serious and sustained efforts during the reporting period; therefore, France remained on Tier 1.'[300] For comparison, the UK was also ranked Tier 1[301]. A review of the 5 most recent USSD TiP reports (covering the 5-year period 2021 to 2025 inclusive) indicated that France has been consistently assessed as Tier 1[302].

17.2.3 Implementation of the Council of Europe's (CoE) Convention on Action against Trafficking in Human Beings is monitored by the Group of Experts on Action against Trafficking in Human Beings (GRETA)[303]. GRETA's most recent completed evaluation of France (the 3rd evaluation round) resulted in the publication of a report in February 2022. The focus of the 3rd evaluation round was on trafficking victims' access to justice and effective remedies[304].

17.2.4 France's 4th evaluation round began in October 2024, with a focus on 'Vulnerabilities to human trafficking and measures taken by States Parties to prevent them, detect and support vulnerable victims, and punish the offenders...'[305] At the time of publication of this note, GRETA's evaluation was in progress so only partial documentation was available, including the French government's February 2025 reply to a questionnaire submitted by GRETA[306].

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[295] MIPROF, Results of the 2024 survey on human trafficking in France... (page 4), 16 October 2025
[296] GoF, 'National Plan to Fight Exploitation and Human Trafficking..., December 2023
[297] MIPROF, Results of the 2024 survey on human trafficking in France... (page 5), 16 October 2025
[298] MIPROF, Results of the 2024 survey on human trafficking in France... (page 6), 16 October 2025
[299] USSD, 2025 TiP report (Tier placement), 29 September 2025
[300] USSD, 2025 TiP report: France (France Tier 1), 29 September 2025
[301] USSD, 2025 TiP report (Tier placements list), 29 September 2025
[302] USSD, Office to Monitor and Combat Trafficking in Persons, no date
[303] CoE, GRETA - Group of Experts on Action against Trafficking in Human Beings, no date
[304] CoE, GRETA Evaluation Report France, (page 4) 18 February 2022
[305] CoE, Monitoring of the implementation of the Council of Europe Convention...., no date
[306] CoE, Réponse de la France au questionnaire..., 26 February 2025

17.3 Policy and programmes

17.3.1 In December 2023 the French government published the third national plan against trafficking, covering the period 2024 to 2027. The plan had

2 key aims:

- Better protection from trafficking and exploitation of both children and adults, and French and non-French people
- Increasing the effectiveness of efforts to dismantle criminal networks and convict perpetrators

6 strategic priorities:

- Raising awareness of trafficking and better training of professionals in trafficking issues
- Strengthening victim protection and support
- Tackling trafficking for sexual exploitation
- Tackling trafficking for economic and labour exploitation
- Tackling exploitation for forced criminality and begging
- Furthering France's commitment and ambitions internationally[307]

17.3.2 One year after publication of the third national plan, MIPROF convened the Monitoring Committee to report on progress. The Monitoring Committee includes members of the NGO 'Collective "Together Against Human Trafficking"', which reported that '… 50 of the 60 measures are already underway [and] a follow-up meeting is planned in 6 months, followed by a mid-term review to be published in early 2026…'[308]

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17.4 Definitions

17.4.1 The definition of human trafficking is set out in Article 225-4-1 of the Criminal Code amended by Law No. 2013-711 of 5 August 2013 art 1[309] [310].

17.4.2 The February 2026 Z&F expert report stated:

'The definition found under Article 225-4-1 is similar to that found under international and European provisions: France has indeed ratified the Palermo Protocol and the Warsaw Convention and is bound by the EU 2011 Directive on human trafficking.

'This definition applies to all situations, whether or not they would trigger the jurisdiction of the French Courts, and regardless of whether there would be a French criminal procedure engaged. It applies whether or not the victim is French or foreign, the suspect is French or foreign and the crime has been committed in France or abroad.

'Indeed, it is clear from the Interministerial Mission for the Protection of Women against Violence and the Fight against Human Trafficking (MIPROF) report [referred to throughout the CIN as the October 2025 VoT NGO

[307] GoF, 'National Plan to Fight Exploitation and Human Trafficking ... (page 4), December 2023
[308] CoE, Collective 'Together Against Human Trafficking' response to GRETA..., (pg 31), 30 Mar 2025
[309] Collective 'Together against Human Trafficking', Definition and criminal sanction..., no date
[310] Legifrance, Article 225-4-1 of the Criminal Code amended by Law No. 2013-711..., 7 August 2013

survey], that the criminal code definition is not used only by state actors (police, prosecution, criminal courts), but that is also followed by non-state actors, such as NGOs, who may provide protection regardless of any criminal prosecution engaged:

'"The victims identified and/or assisted by associations are those whom the associations consider, **in light of the offenses defined in Article 225-4-1 of the Criminal Code**, to be or to have been in a situation of exploitation and/or human trafficking"'[311] [emphasis added by Z&F]

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17.5 Referral and identification of victims

17.5.1 MGE's October 2022 training guide included guidance and indicators to assist the identification of victims of trafficking[312].

17.5.2 The 2025 USSD TiP reported: '… [MIPROF] continued to develop its National Mechanism for Identification, Orientation, and Protection in consultation with civil society, but the government remained without an NRM [National Referral Mechanism] to ensure uniform, proactive identification and assistance to victims across the country. Most ministries and regions had formal procedures for identifying victims, and authorities continued to use an NGO-run referral mechanism.'[313]

17.5.3 The French government's February 2025 response to GRETA stated that a 'National Mechanism for Early Identification, Referral and Protection' of trafficking victims (known as MNIOP) was under development[314].

17.5.4 The 2025 TiP added: 'While police and NGOs referred victims to Ac-Se [an anti-trafficking NGO network], only the police, gendarmerie, and judiciary could formally identify victims. Formal identification required victims to cooperate with law enforcement, and NGOs reported obtaining formal recognition as a trafficking victim was difficult. Formal victim status offered additional rights and protections, such as access to legal aid and compensation for damages and, in practice, was necessary to obtain asylum or a residence permit, healthcare, and housing.'[315]

17.5.5 In response to questions submitted by the Home Office, the National Ac.Sé Scheme confirmed that there are two 'categories' of VoT:

1. victims who are recognised by state authorities due to their cooperation with law enforcement (the minority).
2. victims who do not cooperate with law enforcement and who are not recognised by state authorities (the majority) but who are recognised and supported by NGOs.[316].

17.5.6 The February 2026 Z&F expert report confirmed that France does not have a NRM to formally identify VOTs. The report referred to the same February 2025 response to GRETA, mentioned above, where the French government

[311] Zimeray & Finelle Avocats, Expert report of François Zimeray (page 11), 9 February 2026
[312] GoF MGE, Identifying and Protecting Victims of Human Trafficking... (Annex 1), 7 October 2022
[313] USSD, 2025 TiP report: France (Protection), 29 September 2025
[314] CoE, Réponse de la France au questionnaire... (page 4), 26 February 2025
[315] USSD, 2025 TiP report: France (Protection), 29 September 2025
[316] National Ac.Sé Scheme, Q&A (2.1.4) [Available on request], 17 September 2025

described the development of MNIOP[317]. The Z&F report summarised the current mechanisms for identifying VOTs:

'… the identification of a VOT may be done by a variety of stakeholders for different purposes. Law enforcement agencies and judicial authorities may identify a VOT which falls within French jurisdiction for the purposes of conducting investigations and punishing crime. Their work would be relied upon by other state or public actors to decide on specific rights (to stay in France, or to benefit from specific measures). NGOs may identify a VOT, who may or may not be falling within French criminal jurisdiction, in order to provide that person with support. This would not have a bearing on the administrative status of the person in France, but would allow them access to support by the organisation…'[318]

17.5.7 The February 2026 Z&F expert report stated:

'On the basis of the… [Article 225-4-1] definition of human trafficking, the identification of a VOT and the consequences it will carry will depend on the actors involved…

'State actors will rely on the identification made by law enforcement authorities and judicial authorities (police, prosecutor, courts) of VOTs. In an "Instruction on the conditions for granting residence permits to foreign nationals who are victims of human trafficking or pimping" dated 19 May 2025, addressed to French prefects, (competent to decide upon the right of admission to residence for foreign nationals) as well as the director of the police and the director of the gendarmerie, the French Interior Minister wrote to his agents that:

'"The identification of victims is the exclusive responsibility of law enforcement agencies, which initiate the identification process when they consider that there are reasonable grounds to believe that a foreign national is a victim of human trafficking or pimping. The detection and identification of victims must be carried out by trained and qualified personnel. Police services or gendarmerie units look for these clues by gathering various information about the person's identity, their journey from their country of origin, and their entry into France. Once signs of trafficking are detected, they must conduct a thorough investigation to determine whether a person is indeed a victim.

'"…prior to any application for admission to stay, applicants claiming to be victims of trafficking or pimping must have been interviewed by qualified personnel from the police or gendarmerie. It is therefore not for your services to assess the facts invoked when a person presents themselves directly to the prefecture without having taken any steps with the police…. If the victim refuses to report the incident to the police, you will refer them either to the national Ac.Sé helpline… or to the "victim support officer" designated in each departmental public security directorate or the "prevention-partnership" officer assigned to each departmental gendarmerie group."'

'This means that identification of VOTs by state-actors will depend on the identification of a VOT by law enforcement agencies. Such identification will however be limited to cases that trigger the jurisdiction of the French courts,

[317] Zimeray & Finelle Avocats, Expert report of François Zimeray (pages 9 to 10), 9 February 2026
[318] Zimeray & Finelle Avocats, Expert report of François Zimeray (pages 15 to 16), 9 February 2026

as only those cases will be addressed by the French police or prosecution.'[319] See Legal framework and penalties

17.5.8 The February 2026 Z&F expert report continued: 'In parallel, and independently from the identification process applied by state actors, non-state actors will also identify VOTs and be able to offer them the available support.' Z&F quoted from the MIPROF October 2025 VoT NGO survey, which stated, 'The identification of victims of exploitation and/or human trafficking by associations is an essential step, distinct from their identification by internal security services (police/gendarmerie), labour inspection and/or judicial authorities. The individuals supported by associations… have not necessarily yet taken any steps with these authorities...'[320]

17.5.9 The February 2026 Z&F expert report concluded, 'While non-state actors will apply the definition of human trafficking provided by the French criminal code, the identification will not be restricted to cases of human trafficking falling within the jurisdiction of the French courts. They will freely assess whether or not the victim shall be identified as a VOT, regardless of where the crime was committed and the nationality of the victim and that of the perpetrator.'[321]

17.5.10 The October 2025 VoT NGO survey collected data on the method of referral of victims of exploitation and/or trafficking. The survey identified 3 main routes in 2024 through which organisations encountered victims (n=2,753):

- **Through field activities** (digital and physical outreach, drop-in centres, or referrals from third-party organisations) – 71% of supported victims
- **Referral from a professional** (police or gendarmerie, the justice system, the medical sector, labour inspectorate, social work, or unions), – 13% of supported victims
- **Through other victims** (former victims they've supported, survivors, or other victims within social media support groups) – 16% of supported victims[322]

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17.6 Legal framework and penalties

17.6.1 France has ratified international anti-trafficking instruments including:

- Additional Protocol to the United Nations Convention against Transnational Organised Crime, aimed at preventing and punishing trafficking in persons, particularly trafficking of women and children. The Protocol of Palermo was ratified by France on 29 October 2002
- Council of Europe Convention on Action against Trafficking in Human Beings, ratified by France on 9 January 2008
- Directive 2011/36/EU of the European Parliament and of the Council of 5 April 2011 on the prevention of trafficking of human beings

[319] Zimeray & Finelle Avocats, Expert report of François Zimeray (pages 11 to 12), 9 February 2026
[320] Zimeray & Finelle Avocats, Expert report of François Zimeray (page 14), 9 February 2026
[321] Zimeray & Finelle Avocats, Expert report of François Zimeray (pages 14 to 15), 9 February 2026
[322] MIPROF, Results of the 2024 survey on human trafficking in France... (page 15), 16 October 2025

- International Convention on the Rights of the Child adopted by the United Nations General Assembly on 20 November 1989, notably Articles 34, 35 and 36, ratified by France on 7 August 1990[323]

17.6.2 The February 2026 Z&F expert report stated:

'Human trafficking, as defined under article 225-4-1 of the French Criminal Code, can indeed only be prosecuted if it falls under French criminal jurisdiction, which is either:

- territorial i.e. the crime was committed on French territory, at least in part;
- personal i.e. the perpetrator or the victim holds French nationality;
- universal i.e. the crime was not committed in France, against a French victim nor by a French national, but a special statute adopted by Parliament or under Articles 689 et seq. of the French criminal procedure code permits prosecution….

'Hence, a person who has been a victim of trafficking abroad may be able to seek criminal prosecution of the offender under the universal jurisdiction scheme, if the act of trafficking falls within one of the relevant crimes. For instance, crimes against humanity – which supposes the demonstration of a widespread or systematic attack directed against a civilian population – may include slavery, under article 212-1 of the French criminal code.

'If the case does not fall under French criminal jurisdiction, no investigation will be carried out by the French authorities. In fact, French authorities will systematically check whether they have criminal jurisdiction before starting a criminal investigation.'[324]

17.6.3 MGE's October 2022 training guide included the following table of offences and penalties (translated from French in house)[325]:

Offence	**Penalty**	**Penal Code Article**
Human trafficking (THB)	7 years imprisonment and a €150,000 fine	225-4-1
Aggravating circumstances of THB	10 years imprisonment and a €1.5 million fine	225-4-2
Human trafficking in an organised gang	20 years imprisonment and a €3 million fine	225-4-3
Human trafficking with acts of torture and barbarism	Life imprisonment and a €4.5 million fine	225-4-4

17.6.4 The October 2022 training guide also included the following table of offences and penalties relating to specific types of human trafficking and exploitation (translated from French in house)[326]:

[323] GoF, 'National Plan to Fight Exploitation and Human Trafficking... (page 28), December 2023
[324] Zimeray & Finelle Avocats, Expert report of François Zimeray (page 13), 9 February 2026
[325] GoF MGE, Identifying and Protecting Victims of Human Trafficking... (I(C)), 7 October 2022
[326] GoF MGE, Identifying and Protecting Victims of Human Trafficking... (I(C)), 7 October 2022

Type of exploitation	Offence	Penalty	Penal Code Article
Labour exploitation	Subjecting a vulnerable/ dependent person to working and/or living conditions contrary to human dignity	5 years imprisonment and a €150,000 fine	225-13 225-14
	Forced labour	7 years imprisonment and a €200,000 fine	225-14-1
	Reduction into servitude	10 years imprisonment and a €300,000 fine	225-14-2
	Enslavement and exploitation of an enslaved person	20 years imprisonment	224-1-A 224-1-B
Sexual exploitation	Pimping and activity similar to pimping	7 years imprisonment and a €150,000 fine	225-5 225-6
	Pimping with aggravating circumstances	10 years imprisonment and a €1.5 million fine	225-7
	Pimping in an organised gang	20 years imprisonment and a €3 million fine	225-8
	Pimping with acts of torture and barbarity	Life imprisonment and a €4.5 million fine	225-9
Forced begging	Exploitation of begging	13 years imprisonment and a €45,000 fine	225-12-5
	Exploitation of begging with aggravating circumstances	5 years imprisonment and a €75,000 fine	225-12-6
	Exploitation of begging in an organised gang	10 years' imprisonment and a €1.5 million fine	225-12-7
Organ trafficking	Organ trafficking	7 years' imprisonment and a €100,000 fine	511-2

17.6.5 In correspondence with the Home Office, the Government of France explained that:

'… Law No. 2024-42 of January 26, 2024, aimed at controlling immigration and improving integration, seeks to combat exploitation networks involving degrading working and housing conditions. It does so by strengthening administrative sanctions against employers of undocumented foreign workers and slumlords. The law also provides protection for victims of these networks by granting a residence permit, subject to the submission of proof of a complaint filed against the perpetrators of acts constituting offenses

under Article 225-14 of the Penal Code.'[327] See also Temporary residence permits

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17.7 Judicial process and outcomes

17.7.1 Service-Public provided a guide for victims of crime, explaining the process to register alleged offences with the authorities[328].

17.7.2 MGE's training guide stated that, under Decree No. 2007-1352 of 2007, law enforcement officers must inform victims/potential victims of trafficking of their rights. These rights must be explained in a language the person understands, and in their own language where possible, using an interpreter. They must be reminded of these rights at every stage of the procedure (investigation, instruction, court hearing). When an interpreter is present at the interview, the interviewer must ensure that they comply with rules of confidentiality and neutrality[329].

17.7.3 In correspondence with the Home Office, the Government of France noted: '… Before filing a complaint or testifying, the foreign national may benefit from a 30-day reflection period. This period allows them to consider, in a secure environment, whether or not to engage with the justice system. This receipt authorises its holder to work and gives access to asylum seeker benefits, social support, and police protection. This receipt protects the holder from any removal measures issued by the administrative authority.'[330]

17.7.4 The 2025 USSD TiP noted: 'The government had several bodies responsible for investigating human trafficking. The Central Office for the Suppression of Trafficking in Human Beings (OCRTEH) within the MoI's National Directorate of the Judicial Police was responsible for cases of sex trafficking and other crimes, and the Central Office for Combatting Illegal Labor (OCLTI) attached to the National Gendarmerie was responsible for labor trafficking cases and other crimes.'[331]

17.7.5 The 2025 USSD TiP added: 'Law enforcement continued cooperating with Ac-Se under a formalized mechanism to inform, assist, and protect trafficking victims. This close coordination with civil society and multidisciplinary approach resulted in seamless assistance to trafficking victims identified during operations and allowed NGOs to accompany victims to interviews with law enforcement and ensure local shelters were prepared to receive victims.'[332]

17.7.6 The 2025 USSD TiP reported: 'The government and government-funded NGOs continued providing extensive and in-depth anti-trafficking training programs and conferences for various law enforcement officers, prosecutors, magistrates, labor inspectors, and immigration officials, both nationally and at the local level.'[333]

17.7.7 The 2024 and 2025 USSD TiP reports provided data on trafficking victims

[327] GoF, Q&A #2 (1.2) [Available on request], 4 August 2025
[328] Service-Public, How to file a complaint?, 16 October 2024
[329] GoF MGE, Identifying and Protecting Victims of Human Trafficking... (IV(B)(2)), 7 October 2022
[330] GoF, Q&A #2 (1.5) [Available on request], 4 August 2025
[331] USSD, 2025 TiP report: France (Prosecution), 29 September 2025
[332] USSD, 2025 TiP report: France (Protection), 29 September 2025
[333] USSD, 2025 TiP report: France (Prosecution), 29 September 2025

identified by the police plus law enforcement outcomes for the 4-year period 2020 to 2023[334] [335]. CPIT has summarised this data in the table below:

	2020	2021	2022	2023
Human trafficking victims identified by police	228	331	362	404
Human trafficking investigations	321	336	250	242
Trafficking suspects referred for prosecution	245	215	205	185
Traffickers convicted	N/A	85	65*	N/A

*Change in methodology from 2022 onwards - data from 2022 represents final convictions, whereas previous data included cases that may have been appealed

17.7.8 The October 2025 SSER statistical report noted that in 2024, 190 people were referred for prosecution for a human trafficking offense[336]

17.7.9 The October 2025 VoT NGO survey reported:

'In 2024, 66% of victims of exploitation and/or human trafficking supported by associations filed a complaint with the security forces for human trafficking or other offenses. Among them, 78% filed a complaint for the primary offense of human trafficking, or for several offenses including trafficking…

'Furthermore, in 2024, victims supported by the associations were able to identify 232 individuals (exploiters and/or networks of exploiters) with the internal security forces, and in addition, 123 were identified during the investigation. 35% of all those implicated had been convicted by the time the associations responded to the survey.'[337]

17.7.10 The October 2025 VoT NGO survey also provided information on the status or outcome of complaints filed by victims of exploitation and/or human trafficking supported by associations in 2024[338]. CPIT has compiled the data in the table below:

Status or outcome of complaint	Percentage of complaints
Cases prosecuted on the grounds of human trafficking	45%
Cases pursued for another reason	12%
Cases closed without further action.	17%
Cases under investigation	15%
Cases for which the victims have received no updates.	11%
Total (n=588)	100%

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17.8 Temporary residence permits

17.8.1 The French government's February 2025 response to GRETA's questionnaire explained that VoT who cooperate with authorities during criminal proceedings are issued with a one-year temporary residence permit[339].

[334] USSD, 2024 TiP report: France (Prosecution), 24 June 2024
[335] USSD, 2025 TiP report: France (Prosecution), 29 September 2025
[336] SSER & SSMSI, Human trafficking and exploitation: a statistical overview (page 17), 14 Oct 2025
[337] MIPROF, Results of the 2024 survey on human trafficking in France... (page 26), 16 October 2025
[338] MIPROF, Results of the 2024 survey on human trafficking in France... (Fig 16, pg 27), 16 Oct 2025
[339] CoE, Réponse de la France au questionnaire... (page 29), 26 February 2025

17.8.2 In correspondence with the Home Office, the Government of France stated:

'The French system for granting residence permits to foreign nationals who are victims of human trafficking or pimping, or who are actively trying to leave prostitution, falls under the category of residence permits issued on humanitarian grounds (see Chapter V, Title II, Book IV of the Code on the Entry and Residence of Foreigners and the Right of Asylum – CESEDA).

'This system is balanced and complementary in that it secures the residence process by granting a temporary residence permit (CST) under Article L. 425-1 of CESEDA (rightful access to residence) to any person who files a complaint or testifies in a criminal procedure, without excluding foreign nationals who wish to leave the prostitution system but do not want to initiate legal proceedings due to fear of possible reprisals.'[340]

17.8.3 An online translation of Article L. 425-1 of CESEDA sets out:

'A foreigner who files a complaint against a person whom he accuses of having committed acts against him constituting the offences of trafficking in human beings or procuring, referred to in Articles 225-4-1 to 225-4-6 and 225-5 to 225-10 of the Criminal Code, or who testifies in criminal proceedings against a person prosecuted for the same offences, shall be issued the following documents: provided that he or she has severed all ties with this person, a temporary residence permit bearing the mention "private and family life" for a period of one year… It is renewed for the duration of the criminal proceedings, provided that the conditions laid down for its issuance continue to be met.'[341]

17.8.4 Referring to Article L. 425-1 of CESEDA, the February 2026 Z&F expert report explained that 'The possibility for a victim of human trafficking or procuring to obtain a temporary residence permit for private and family life is conditioned to the existence of a complaint filed in France, or of a criminal procedure in France to which the individual would cooperate as a witness.'[342]

17.8.5 The Z&F expert report added:

'… the possibility for a victim of human trafficking or a victim of procuring to obtain a temporary residence permit for private and family life and benefit from the resulting protection would be excluded if the crime suffered did not trigger the jurisdiction of the French Courts, and/or if the individual was not likely to cooperate to an ongoing French criminal investigation for such crimes.

'… in practice, the award of this temporary residence permit is limited: the National Consultative Commission on Human Rights (in France) has denounced in several decisions the low number of residence permits issued to victims of trafficking, for various reasons…'[343]

17.8.6 In March 2025, the NGO 'Collective "Together Against Human Trafficking"' also responded to a GRETA questionnaire associated with the fourth evaluation cycle (the March 2025 VoT NGO GRETA response). The response commented on the issuance of residence permits in practice, 'The issuance of a residence permit depends on the victim filing a complaint and

[340] GoF, Q&A #2 (1.5) [Available on request], 4 August 2025
[341] Légifrance, Code on the Entry and Residence of Foreigners..., version as of 17 Nov 2025
[342] Zimeray & Finelle Avocats, Expert report of François Zimeray (page 19), 9 February 2026
[343] Zimeray & Finelle Avocats, Expert report of François Zimeray (page 21), 9 February 2026

having no further contact with the exploiters. However, beyond the fact that this significantly restricts the beneficiaries, the difficulties in obtaining these documents are numerous (online appointments, very long waits for documents even after the previous one has expired, which can impact employment or lead to job loss, etc.).'[344]

17.8.7 The October 2025 SSER statistical report provided a table showing the number of temporary residence permits issued under Article L.425-1 of CESEDA to foreign nationals who had filed a complaint or testified against people accused of committing human trafficking or pimping offences. An extract from the table is given below (the data covers the period 2020 to 2024, although the data from 2024 is provisional)[345]. The table indicates an increase in the number of both new temporary residence permits and renewed permits over the 5-year period (an increase of 135% and 192% respectively).

-	**Type**	**2020**	**2021**	**2022**	**2023**	**2024**
Temporary residence permit (Article L. 425-1)	New	131	220	146	219	308
	Renewal	160	213	307	315	467

17.8.8 The Z&F expert report described 2 alternative residence permit routes that may be available to foreign VOTs:

- Temporary residence permit marked "Private and family life" for seriously-ill foreign nationals: a one-year residence permit granted if the person meets the requirements set out in Article L.425-9 CESEDA.
- Exceptional admission to stay: residence permits may be granted at the discretion of the Prefect, following an individual assessment (Articles L.435-1 and L.435- 4 of CESEDA)[346]

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17.9 Support

See also Definitions, Identification and treatment of vulnerable claimants, Accommodation type and eligibility, NGOs supporting asylum seekers and refugees and NGOs working with trafficking victims

a. Number and characteristics of victims supported by NGOs

17.9.1 The 2025 USSD TiP explained: 'Although formal victim identification required law enforcement cooperation, victims who chose not to participate in criminal justice proceedings could still receive free medical attention and access to other services available from Ac-Se….'[347]

17.9.2 The February 2026 Z&F expert report explained, 'The MIPROF [October 2025 VoT NGO survey] outlines that the role played by NGOs is distinct from that of the police or justice system as many persons receive support from organizations without having necessarily filed a complaint – in 2024, "78% of

[344] CoE, Collective 'Together Against Human Trafficking' response to GRETA..., (pg 19), 30 Mar 2025
[345] SSER & SSMSI, Human trafficking and exploitation: a statistical overview (page 27), 14 Oct 2025
[346] Zimeray & Finelle Avocats, Expert report of François Zimeray (pages 22 to 23), 9 February 2026
[347] USSD, 2025 TiP report: France (Protection), 29 September 2025

victims [supported by NGOs] had not initially filed a complaint before receiving support".'[348]

17.9.3 In correspondence with the Home Office, Ac.Sé confirmed that the organisation supports both victims who are officially recognised by state authorities and those who are not officially recognised by state authorities. In other words, support from Ac.Sé is not dependent on a victim filing a complaint or cooperating with the police or judicial authorities. There is no difference in the type of services/ support provided by Ac.Sé to the 2 'categories' of victim[349].

17.9.4 Ac.Sé reported that during 2024, the organisation received 102 referral requests concerning 145 people (including children and spouses) and supported 132 people (including 39 children)[350].

17.9.5 Ac.Sé also noted the 3 eligibility criteria the organisation uses to decide which people to assist:

'The criteria for support are:

1. Adult

2. Victim of human trafficking or pimping

3. Locally endangered and requiring geographical removal, the danger being linked to the acts of exploitation.' [351]

17.9.6 Regarding Ac.Sé's eligibility criteria, the February 2026 Z&F expert report commented: 'It is… my understanding that, the Ac.Sé scheme being limited to situations of VOTs facing a danger in France, it excludes VOTs having suffered a crime exclusively outside of France which does not continue on the French territory. I therefore gather that victims of human trafficking entirely outside of France would not be entitled to the scheme.'[352] For more information on Ac.Sé's eligibility criteria and the services provided see The National Ac.Sé Scheme

17.9.7 In March 2025, the NGO 'Collective "Together Against Human Trafficking"' responded to GRETA noting, 'In 2023, 6,022 victims were identified by associations and 4,160 received individual support.'[353]

17.9.8 The October 2025 VoT NGO survey reported that in 2024, of the 7,304 victims of exploitation and/or trafficking identified by NGOs, 4,823 received individual support[354].

17.9.9 The victims who received support from NGOs in 2024 can be broken down by characteristic:

- **Location of exploitation and/or trafficking**: 21% were exploited exclusively abroad (often during the journey to France), 30% were exploited exclusively in France, and 49% were exploited in France and abroad (n=2,870)[355]

[348] Zimeray & Finelle Avocats, Expert report of François Zimeray (page 15), 9 February 2026
[349] National Ac.Sé Scheme, Q&A (2.1.4) [Available on request], 17 September 2025
[350] National Ac.Sé Scheme, Q&A (4.1.2) [Available on request], 17 September 2025
[351] National Ac.Sé Scheme, Q&A (6.1.1) [Available on request], 17 September 2025
[352] Zimeray & Finelle Avocats, Expert report of François Zimeray (page 31), 9 February 2026
[353] CoE, Collective 'Together Against Human Trafficking' response to GRETA..., (pg 4), 30 Mar 2025
[354] MIPROF, Results of the 2024 survey on human trafficking in France... (page 7), 16 October 2025
[355] MIPROF, Results of the 2024 survey on human trafficking in France... (Fig 3, page 9), 16 Oct 2025

- **Age of victim**: adult (86%), child (14%) (n=2,972)[356]
- **Sex of victim**: female (89%), male (11%), (transgender people represented 3% of the total) (n=4,595)[357]

17.9.10 The February 2026 Z&F expert report also referred to the results of the October 2025 VoT NGO survey, commenting:

'NGOs provide support to VOTs, regardless of their status and whether the trafficking took place in France or abroad. The MIPROF, combining data from many NGOs, stated in its 2025 report that in 2024: "21% of victims of exploitation and/or human trafficking were exploited exclusively abroad but were assisted by an association once they arrived in France. In many cases, these victims were exploited throughout their journey to France, with the exploiters themselves organising the illegal trafficking of foreign nationals"…'[358]

17.9.11 The 2025 USSD TiP noted that the French government: '… continued to fund victim services through Ac-Se, an anti-trafficking NGO-managed network of 88 partners, including 58 partner shelters; five NGOs acting as reception facilities and specialized service providers; two combined reception and advice centers; and 22 specialized service providers assisting adult victims of sex and labor trafficking. The Ac-Se network provided victims with shelter, legal, medical, and psychological services.'[359]

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b. Timeframe for commencement of support from NGOs

17.9.12 The October 2025 VoT NGO survey stated:

'After the initial identification and/or referral phase, associations report beginning specialised support for victims within the first two weeks in 31% of cases, and between two weeks and three months in 39% of cases. It should be noted that identifying and referring a victim of exploitation and/or human trafficking does not guarantee support within a specialised association. Indeed, it often happens that the control, violence, coercion, or threats to which an exploited victim is subjected prevent them from perceiving themselves as a victim. This is why associations noted that for 18% of victims, support began between 3 and 6 months after the initial identification/referral phase, between 6 and 12 months for 9% of victims, and more than 12 months for 3% of victims.'[360] (n=2,365)

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c. Duration of support from NGOs

17.9.13 CPIT has used data from the October 2025 VoT NGO survey[361] to produce a table showing the duration of support provided by NGOs to victims of exploitation and/or trafficking as of 2024:

[356] MIPROF, Results of the 2024 survey on human trafficking in France... (page 11), 16 October 2025
[357] MIPROF, Results of the 2024 survey on human trafficking in France... (page 10), 16 October 2025
[358] Zimeray & Finelle Avocats, Expert report of François Zimeray (page 15), 9 February 2026
[359] USSD, 2025 TiP report: France (Protection), 29 September 2025
[360] MIPROF, Results of the 2024 survey on human trafficking in France... (page 15), 16 October 2025
[361] MIPROF, Results of the 2024 survey on human trafficking in France... (pages 15&16), 16 Oct 2025

Duration of support (as of 2024)	Percentage of victims
Less than 2 weeks	2%
2 weeks to 3 months	3%
3 to 6 months	6%
6 to 9 months	5%
9 months to 12 months	8%
12 to 18 months	27%
18 months to 5 years	45%
5 years to 10 years	3%
More than 10 years	1%
Total (n=2,380)	**100%**

CPIT comment: (1) The overlapping time periods have been taken from the original report (2) CPIT has amended the data to correct an error contained within the original report

17.9.14 The February 2026 Z&F expert report also cited the results of the October 2025 VoT NGO survey, 'Support received [sic] by associations appears to take place over rather long periods of time: "In 49% of cases, victims had been supported by associations for between 18 months and more than 10 years. At the time of data collection, 27% of victims had been supported for between 12 and 18 months, and in 24% of cases, for less than 12 months".'[362]

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d. Accommodation provision

17.9.15 The February 2026 Z&F expert report described the accommodation provision for foreign VoTs in France, based on different individual circumstances.

1. The individual has been granted leave to remain

- A person with asylum seeker status is entitled to accommodation for the duration of the RSD process including during the appeal to the CNDA. Accommodation is provided in a reception centre for asylum seekers (CADA) or similar facility, depending on availability. If no place is available, the asylum seeker is placed on a waiting list and may be referred to temporary accommodation such as a hotel. See Specific support for asylum seekers who are victims of trafficking and Accommodation type and eligibility
- A person who is granted international protection (refugee status or subsidiary protection) can access accommodation in CPH and social housing (subject to proof of income). See Accommodation for those granted international protection
- A person who is granted a temporary residence permit under Article L425-1 CESEDA will have access to accommodation as set out in Article R425-8 CESEDA.
- A foreign national with an alternative residence permit – and who meets the scheme-specific criteria – can access: emergency accommodation (Article L.345-2-2 of the Social Action and Families Code - CASF);

[362] Zimeray & Finelle Avocats, Expert report of François Zimeray (page 15), 9 February 2026

social accommodation (Article L345-1 CASF); social housing (Article L441-1 of the Construction and Housing Code); the DALO scheme (Article L.441-1 CASF)

2. The individual has not been granted leave to remain but has been identified as a VoT by French state actors or is facing danger in France

- A person who is identified as a VoT by French state actors is entitled to access accommodation in centres d'hébergement et de réinsertion sociale (shelters and social rehabilitation centres), under Articles 121-9 CASF and L345-1 CASF.
- An adult VoT can access accommodation through the national Ac.Sé scheme if they are in danger in France from a trafficking network. Access does not depend on filing a complaint with state authorities. See The National Ac.Sé Scheme and Number and characteristics of victims supported by NGOs

3. The individual has not been granted leave to remain, has not been identified as a VoT by state actors, and is not in a situation of danger

- Access to accommodation is restricted to a right to emergency accommodation and, if available, accommodation provided by NGOs although a '… shortage of places creates a persistent situation of precarity for undocumented migrants, even for VOTs…'
- The right to emergency accommodation is unconditional and legally enforceable under Article L.345-2-2 CASF, however, 'in practice, the principle of an unconditional right to accommodation is seriously undermined, due to the shortage of places.'
- Regarding NGO support, Z&F quotes from MIPROF's October 2025 VoT NGO survey, 'Finding suitable accommodation therefore remains one of the major challenges for support organisations.'[363] See Number and characteristics of victims supported by NGOs

17.9.16 The October 2025 VoT NGO survey noted:

'…66% of victims [n=1,897] were offered accommodation thanks to the support of organisations, and for 33% of them, this accommodation solution was specifically adapted for the care of victims of human trafficking.

'When a suitable accommodation solution was offered to victims of human trafficking, it was a place via the SIAO [Integrated Reception and Orientation Service] for 21% of victims, within a specialised association for 39% of victims, within the Ac.Sé scheme for 18% of victims, and via the National Reception Scheme (DNA) for 8% of victims [n=340].'[364] The report did not provide a breakdown of the data to show the split of accommodated victims by sex nor whether or how many of the VoT were identified as VoT by state actors.

17.9.17 When considering the relative availability of accommodation for male and female VoT, the February 2026 Z&F expert report stated:

'I am not aware of any NGO which would provide support specifically and exclusively to male victims of trafficking – however, many organisations are

[363] Zimeray & Finelle Avocats, Expert report of François Zimeray (pages 26 to 35), 9 February 2026
[364] MIPROF, Results of the 2024 survey on human trafficking in France... (page 24), 16 Oct 2025

open to both men and women and their articles of incorporation do not exclude men. In practice, France has several organisations devoted specifically to victims of sexual exploitation who are, for the majority women. In general, organisations that assist both men and women may allocate more resources to women, especially when it comes to providing them with accommodation as places are scarce and women are considered to be more vulnerable on the streets.'[365]

17.9.18 The 2025 USSD TiP explained: '…NGOs and GRETA continued to express concern regarding the overall limited number of accommodations available to victims throughout the country…. There were no accommodation centers dedicated to adult male trafficking victims; officials sometimes referred adult male victims to communal homes or shelters for persons who were homeless, which did not adequately meet the specific needs of trafficking victims.'[366]

17.9.19 MGE's October 2022 training guide stated:

'In addition to the common law provisions such as CHRS [Centre d'hébergement et de réinsertion sociale – Accommodation and social reintegration centre] and the reserved places of the Ac.Sé system, several specialised structures allow for the reception of trafficking victims in secure conditions and are able to offer local social, legal, and administrative support tailored to their needs. Among these structures, we can notably mention:

- in Paris, the Jorbalan shelter managed by the AFJ association (12 places), specialised in welcoming adult women, primarily victims of sexual exploitation;
- in the Paris region, the secure apartment for reintegration and stabilisation (6 places) set up by the Committee against Modern Slavery (CCEM), specifically dedicated to the reception of women who are victims of trafficking for labour exploitation;
- in Lyon, Paris, Marseille, Colombes or in Seine-Saint-Denis, the association l'Amicale du Nid manages CHRS places specialised in welcoming victims of trafficking for sexual exploitation.'[367]

See also NGOs working with trafficking victims

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e. Specific support for asylum seekers who are victims of trafficking

17.9.20 The MGE's October 2022 training guide explained that the asylum-seeker is summoned to a confidential interview which takes place, unless otherwise stated, at the OFPRA headquarters in Fontenay-sous-Bois. The interview is held in the language chosen by the applicant, with the assistance of an interpreter, unless the person opted to speak in French. They may be assisted by a lawyer or by a representative of an association authorised by OFPRA (under Article L. 531-15 of CESEDA) or by a specific third party for asylum-seekers with disabilities (under Article L. 531-18 of CESEDA). The asylum-seeker may be interviewed by an officer and interpreter of their gender of choice, if this is justified by a difficulty in discussing all the

[365] Zimeray & Finelle Avocats, Expert report of François Zimeray (page 36), 9 February 2026
[366] USSD, 2025 TiP report: France (Protection), 29 September 2025
[367] GoF MGE, Identifying and Protecting Victims of Human Trafficking... (page 22), 7 October 2022

elements of their application, particularly sexual violence.

During the interview, an officer trained to understand human trafficking and supported by representatives of the OFPRA Human Trafficking group invites the applicant to discuss their life story, the reasons for their departure from their country, and the circumstances in which they became a victim of human trafficking. The interview also covers how the person escaped their traffickers and their fears of returning to their country of origin.

The officer subsequently examines the asylum application, taking into account the information gathered during the interview, the information available on the country of origin, and any documents included in the file. The officer also decides on the legal classification of the facts; under the law, the situation of former victims of trafficking for sexual exploitation may qualify for refugee status within the meaning of the 1951 Geneva Convention, based on membership of a particular social group (Article L. 511-1 of CESEDA). Failing that, it is covered by subsidiary protection (Article L. 512-1,2° of CESEDA).

Throughout the investigation, any vulnerability linked to trafficking can be reported to OFPRA[368]. (Information translated from French in house.)

17.9.21 The February 2026 Z&F expert report explained:

'…an individual may rely on being a VOT as part of their asylum claim, insofar as the trafficking falls within the persecutions suffered in his or her home country, or could cause persecutions should that person return to his or her home country. This could entitle the person to either refugee status or to subsidiary protection. On the other hand, having been trafficked as part of the journey to France would not be relevant for the asylum claim if it was not in any way related to a rightful fear of persecutions in the person's country of origin.'[369]

17.9.22 The French government's February 2025 response to GRETA's questionnaire explained that during asylum interviews potential VoT are informed of the possibility of cooperating with law enforcement efforts but are also told that this process is separate from their asylum application and not a prerequisite for granting of international protection[370].

17.9.23 The French government's February 2025 response added that Protection Officers – who conduct asylum interviews – refer potential VoT to specialist associations to receive social or psychosocial support[371]. The response also noted that the list of organisations authorised to accompany asylum seekers to their interview at OFPRA included organisations which specialised in supporting VoT, such as Amicale du Nid, Mouvement du Nid and the Association Foyer Jorbalan (AFJ)[372].

17.9.24 The February 2026 Z&F expert report stated:

'If a person claims to be a VOT when applying for asylum, that person will be met with different types of support during the proceedings. From the onset, a person filing for asylum will be interviewed by an agent of the French Office

[368] GoF MGE, Identifying and Protecting Victims of Human Trafficking... (IV(A)(3)(c)), 7 October 2022
[369] Zimeray & Finelle Avocats, Expert report of François Zimeray (page 16), 9 February 2026
[370] CoE, Réponse de la France au questionnaire... (page 15), 26 February 2025
[371] CoE, Réponse de la France au questionnaire... (page 15), 26 February 2025
[372] CoE, Réponse de la France au questionnaire... (page 15), 26 February 2025

for Immigration and Integration ("OFII"), who may direct him or her towards an association specializing in helping VOTs on their first meeting or later, as OFII supports asylum seekers throughout the duration of their asylum procedure.

'The person seeking asylum will then have to send an application to the Office for the protection of refugees and stateless persons ("OFPRA") and later be interviewed by an Officer of protection. At the OFPRA stage, the interview would be conducted by a person who has received special training relating to human trafficking and the asylum seeker may be assisted by a lawyer, a member of a mandated association or, in some specific cases, a psychiatrist or psychologist. Pursuant to article L. 531-17 of the CESEDA, the asylum seeker may also be able to choose the gender of the person interviewing him.

'I believe that the measures taken during the asylum application stage to accommodate alleged VOTs would be the same regardless of whether they were identified by French judicial authorities as VOTs in France or not. My reasoning is that these accommodation measures are dictated by the necessity to consider the vulnerabilities of asylum seekers, under EU law, when processing their applications.'[373]

17.9.25 MGE's training guide of October 2022 stated that VoT seeking asylum are accommodated under article L. 552-1 of CESEDA, namely, in reception centres for asylum-seekers (CADA) and emergency accommodation for asylum-seekers (HUDA). Under Article L.349-1 of CASF (Code of Social Action and Families), foreign victims of trafficking who have been recognised as refugees or granted subsidiary protection may also be accommodated in a temporary accommodation centre (CPH). There are 300 specialised places for the reception and support of asylum-seekers or refugees who are VoT [this compares to an accommodation estate of 101,219 places in 2025[374]]. These places comply with specific requirements in terms of secure shelter and additional support (provided for in the second National Action Plan). Referral to these places is made by OFII via its network within the territorial directorates, to whom a trafficking situation can be reported by the various actors in the asylum chain (initial reception structures, operators of the national reception system and specialised associations, or OFPRA)[375]. (translated from French in-house).

17.9.26 The French government's February 2025 response to GRETA reported that the national reception system, which provides accommodation and support for asylum seekers, had 300 places specifically reserved for female victims of violence and/or human trafficking, and that those residents benefited from enhanced support[376].

17.9.27 The February 2026 Z&F expert report stated: 'During the proceedings, the alleged VOT would be entitled to the same rights to accommodation and healthcare, including psychiatric healthcare, as other asylum seekers. There are a certain number of accommodation spaces reserved for victims of human trafficking; however I am aware of their being too low compared to

[373] Zimeray & Finelle Avocats, Expert report of François Zimeray (pages 16 to 17), 9 February 2026
[374] Forum Refugies, Types of accommodation, 11 June 2025
[375] GoF MGE, Identifying and Protecting Victims of Human Trafficking... (IV(A)(1)(d)), 7 October 2022
[376] CoE, Réponse de la France au questionnaire... (page 16), 26 February 2025

the amount of people needing them…'[377]

17.9.28 The Z&F expert report added:

'… an individual who is a VOT in a transit country and does not satisfy the conditions for French criminal jurisdiction may be able to make an asylum claim (but would not rely on being a VOT as this would not have amounted to persecutions in his or her home country). It is my understanding that such a person would benefit from the support any asylum seeker would get while the asylum claim is processed. Without being absolutely definite about this, I do not believe that, by virtue of their status as an asylum seeker and the protection attached thereto, he/she would be entitled to a specific accommodation place reserved for VOTs.'[378]

17.9.29 In correspondence with the Home Office, the National Ac.Sé Scheme confirmed that VoT who meet the organisation's eligibility criteria have access to the same services/support through Ac.Sé, irrespective of whether or not they are an asylum seeker or refugee[379]. In response to a question about how Ac.Sé assesses the support needs of asylum seekers and refugees, the organisation replied, 'We work closely with the administrations responsible for the reception of asylum seekers and their procedures.'[380] Ac.Sé' was also asked if there were any reasons/ factors which hindered an asylum seeker or refugee VoT's ability to access the organisation's support, and Ac.Sé replied, 'No barriers identified to accessing a referral to and through the Ac.Sé Scheme.'[381] For information on Ac.Sé's eligibility criteria see Number and characteristics of victims supported by NGOs

17.9.30 In response to questions about mental health support for asylum seeker and refugee VoTs, Ac.Sé explained 'Mental health services are not provided by the National Ac.Sé System, but by dedicated facilities (mainly public hospitals),'[382] and that Ac.Sé refers asylum seeker and refugee VoT to both public mental health services and NGO-provided mental health services[383]. When asked to estimate the timeframe between an asylum seeker/refugee VoT approaching the network for assistance with a mental health condition and accessing the necessary support, Ac.Sé stated, 'We are not able to answer this question; the timeframe varies greatly depending on the region.'[384]

17.9.31 UNHCR France's website provides resources for asylum seekers and refugees, including guidance on how a person can protect themselves from exploitation and trafficking, plus a list of organisations to contact to report exploitation/trafficking or to receive support. These documents are available in multiple languages, including English, French, Arabic, Dari, Bengali and Albanian[385].

f. Healthcare for VoT

[377] Zimeray & Finelle Avocats, Expert report of François Zimeray (page 17), 9 February 2026
[378] Zimeray & Finelle Avocats, Expert report of François Zimeray (page 18), 9 February 2026
[379] National Ac.Sé Scheme, Q&A (3.1.1) [Available on request], 17 September 2025
[380] National Ac.Sé Scheme, Q&A (3.1.3) [Available on request], 17 September 2025
[381] National Ac.Sé Scheme, Q&A (3.1.4) [Available on request], 17 September 2025
[382] National Ac.Sé Scheme, Q&A (4.2.5) [Available on request], 17 September 2025
[383] National Ac.Sé Scheme, Q&A (4.2.2) [Available on request], 17 September 2025
[384] National Ac.Sé Scheme, Q&A (4.2.3) [Available on request], 17 September 2025
[385] UNHCR France, Report a case of exploitation and abuse, no date

See Healthcare of asylum seekers, refugees and migrants

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17.10 Prevalence and profile

17.10.1 GRETA's 2022 report stated: '… the continued absence of a national mechanism for identifying victims of human trafficking makes it difficult to have an accurate picture of the situation.'[386]

17.10.2 The French government's February 2025 reply to GRETA's 4th evaluation-round questionnaire provided data on victims split by type of exploitation, age, sex and nationality from 2021 to 2023[387]. According to the report, the figures are based on data from SSMSI. CPIT has compiled the data into the table below[388]:

Type of exploitation	2021			2022			2023		
	Child	Adult	Total	Child	Adult	Total	Child	Adult	Total
Forced begging	25	0	25	35	5	40	27	0	27
Forced labour/ domestic servitude	57	449	506	124	669	793	33	705	738
Sexual exploitation	308	736	1044	300	692	992	290	734	1024
Other form of exploitation	0	0	0	0	5	5	15	8	23
Unknown form of exploitation	100	136	236	33	164	197	34	288	322
Sexual and labour	0	0	0	0	0	0	0	9	9
Total	490	1321	1811	492	1535	2027	399	1744	2143

17.10.3 The French government's response to GRETA also provided data on the nationality of victims. Of the 2,143 victims in 2023, 924 were French nationals. CPIT has produced the table below which identifies the top 10 nationalities of the 1,219 foreign victims in 2023[389].

Nationality of victim	Number	% of foreign national victims
Morocco	180	14.8
Paraguay	76	6.2
China	69	5.7
Brazil	68	5.6
Dominican Republic	67	5.5
Romania	64	5.3
Algeria	50	4.1
Pakistan	50	4.1
Tunisia	42	3.4
Comoros	41	3.4
Other	345	28.3
Unknown	167	13.7
Total	**1,219**	**100.1**

[386] CoE, GRETA Evaluation Report France, (page 4) 18 February 2022
[387] CoE, Réponse de la France au questionnaire..., 26 February 2025
[388] CoE, Réponse de la France au questionnaire... (pages 53 to 61), 26 February 2025
[389] CoE, Réponse de la France au questionnaire... (pages 59 to 61), 26 February 2025

17.10.4 The French government's response to GRETA's questionnaire noted that no data was recorded on the number of trafficking victims identified during the RSD process[390].

17.10.5 The French government's February 2025 response to GRETA also summarised the main trends in foreign national victims, explaining that foreign victims were exploited by highly structured transnational criminal networks. Networks from Latin America and the Caribbean, including the Dominican Republic, Paraguay, Brazil and Colombia, facilitated prostitution in France, whereas Nigerian nationals, who had previously made up a significant proportion of victims, had almost disappeared[391].

17.10.6 The French government's reply to GRETA reported 2,143 victims in 2023[392] (see table above). By contrast, the 2025 USSD TiP reported that in 2023, '… police identified 404 human trafficking victims…' The TiP report went on to describe problems with the disaggregation and categorisation of data, including possible overlap between victims of trafficking and victims of exploitation, and concerns that the scale of human trafficking in France was much higher than official government statistics[393].

17.10.7 The March 2025 VoT NGO GRETA response noted 'In 2023, 6,022 victims were identified by associations and 4,160 received individual support. This only represents the visible part of the phenomenon, which is much larger.'[394]

17.10.8 CPIT comment:

- This variation in data on the number of victims is also present in figures for 2024. The October 2025 VoT NGO survey reported that in 2024, 7,304 victims of exploitation and/or trafficking were identified by 44 organisations. The largest proportion was victims of sexual exploitation (85%), followed by labour exploitation (13%), and criminal activity and forced begging (2%)[395].
- By contrast, the October 2025 SSER statistical report indicated that in 2024, the police and gendarmerie services recorded 442 victims of human trafficking, representing 21% of all recorded victims of trafficking and exploitation. Of the 442 victims, 14% were minors, and 33% were women and 67% men[396].
- The variable data appears to be due to several factors. Firstly, to be officially recognised as a VoT by state authorities, victims must cooperate with law enforcement, whereas NGOs recognise and support victims who are not recognised by state authorities. Secondly, figures can be difficult to unpick as sources often refer to trafficking victims, victims of exploitation, victims recognised by the police, and victims recognised by NGOs interchangeably, making the categories hard to separate. Thirdly, information provided by NGOs – for example through the October 2025 NGO survey – captures data only from survey

[390] CoE, Réponse de la France au questionnaire... (page 61), 26 February 2025
[391] CoE, Réponse de la France au questionnaire... (page 5), 26 February 2025
[392] CoE, Réponse de la France au questionnaire..., 26 February 2025
[393] USSD, 2025 TiP report: France (Protection), 29 September 2025
[394] CoE, Collective 'Together Against Human Trafficking' response to GRETA..., (pg 4), 30 Mar 2025
[395] MIPROF, Results of the 2024 survey on human trafficking in France... (Fig 1, page 8), 16 Oct 2025
[396] SSER & SSMSI, Human trafficking and exploitation: a statistical overview (page 8), 14 Oct 2025

respondents and may therefore be incomplete. For more information on the October 2025 VoT NGO survey and the October 2025 SSER statistical report see Sources For an explanation of the difference between VoTs who are officially recognised and those who are not officially recognised see Referral and identification of victims and Definitions

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18. NGOs working with trafficking victims

18.1 Overview

18.1.1 In March 2024, MIPROF published a list of associations which specialise in supporting VoT[397]. CPIT has translated extracts from the list and provided the information alphabetically in the table below:

NGO	Service/ support	Category of victim assisted and jurisdiction/ location
Action Against Child Prostitution (Agir Contre la Prostitution des Enfants (ACPE))	Psycho-educational and legal support for minor victims of sexual exploitation and their families	Sexual exploitation Paris
Association Foyer Jorbalan (AFJ)	Shelter, accommodation and support	Sexual exploitation Paris
ALTHEA – The Apartment (ALTHEA – L'Appart)	Reception, listening and support for adults or minors in or at risk of prostitution	Sexual exploitation Grenoble
Catholic Relief Services Caritas France (Secours catholique Caritas France)	Listening, reception, guidance and support for people at risk and VoT	All types of exploitation National jurisdiction Paris
COFRADE	A collective of associations working for children's rights	All types of exploitation National jurisdiction Paris
Committee Against Modern Slavery (Comité contre l'esclavage moderne (CCEM))	Social, psychological and legal support	Labour exploitation National jurisdiction Paris
Ecpat France – mission Calais	Social and legal support for unaccompanied minors and adults who	All types of exploitation Calais

[397] MIPROF, Combating exploitation and trafficking... Contacts: Assistance for VoT, 15 March 2024

NGO	Service/ support	Category of victim assisted and jurisdiction/ location
	are VoT	
Forum Réfugiés	Reception, accommodation, health, administrative, legal and social support for exiled persons or VoT	All types of exploitation Lyon
France Terre d'Asile	Reception, support and integration assistance for migrants, support for unaccompanied minors	All types of exploitation National jurisdiction Paris
French Red Cross (Croix-Rouge française)	Information and guidance for at-risk individuals and VoT	All types of exploitation National jurisdiction Paris
Koutcha	Social, psychological, educational, and legal support for minors and young adults who are VoT. Coordination of the Satouk network (accommodation)	All types of exploitation National jurisdiction
La Cimade	Reception, support, accommodation, defence of the rights of oppressed and exploited people, refugees and migrants	All types of exploitation National jurisdiction Paris
Mission of intervention and awareness-raising against human trafficking (Mission d'intervention et de sensibilisation contre la traite des êtres humains (Mist))	Support for victims of prostitution and sexual exploitation	Sexual exploitation Paris
National Ac.Sé Scheme (Dispositif National Ac.Sé)	Accommodation and support away from the place of residence of the VoT in danger	All types of exploitation National jurisdiction Provence-Alpes- Côte d'Azur (PACA) region
The Nest Association (L'amicale du Nid	Comprehensive support for people in prostitution	Sexual exploitation Paris, Île-de-France, Chambéry, Toulouse,

NGO	Service/ support	Category of victim assisted and jurisdiction/ location
(AdN))		Marseille, Rennes, Montpellier, Brest, Grenoble, Lyon
The Nest Movement (Mouvement du Nid (MdN))	Comprehensive support for people in prostitution	Sexual exploitation Paris, Île-de-France, Le Mans, Marseille, Caen, Lille, Besançon, Dreux, Toulouse, Nice, Montpellier, Tours, Nantes, Orléans, Toulon, Avignon, Angers, Lorient, Metz, Strasbourg, Mulhouse, Lyon, Rouen
Outside the Street (Hors la Rue)	Identification and support of unaccompanied foreign minors in situations of exploitation	All types of exploitation Paris
Scelles Foundation (Fondation Scelles)	Community health association providing support to sex workers (health, social, administrative/ legal)	Sexual exploitation Paris
SOS Slaves (SOS Esclaves)	Reception, support, administrative, legal, assistance with accommodation for VoT	All types of exploitation Paris
"Together against human trafficking" Collective (Collectif "Ensemble contre la traite des êtres humains")	A collective of 28 French associations committed to supporting victims of exploitation or trafficking	All types of exploitation National jurisdiction Paris
Freedom for the Captives (Aux captifs, la liberation)	Support for people experiencing homelessness or living on the street	Sexual exploitation Paris
Urban Exchange and Anti-Exploitation Hub (Alley) (Relais Urbain d'Echange et de Lutte contre	Social, psychological and legal support	All types of exploitation Bordeaux

NGO	Service/ support	Category of victim assisted and jurisdiction/ location
l'Exploitation (Ruelle))		
The Voice of the Child (La Voix de l'enfant)	Reception, listening, assistance with schooling and healthcare, protection of children	All types of exploitation National jurisdiction Paris

18.1.2 CPIT has provided more detailed information on a selection of the NGOs below (listed alphabetically). Many NGOs work with both VoT and asylum seekers/ refugees so also see NGOs supporting asylum seekers and refugees

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18.2 Association Foyer Jorbalan

18.2.1 Association Foyer Jorbalan (AFJ) described itself as 'The only shelter in France founded for the protection of women victims of trafficking…'[398] The website stated that the organisation provides individualised care, including psychological support, legal support, material assistance (including food and clothing), and accommodation. Support is long-term[399].

18.2.2 The AFJ has 12 places in double/single rooms. Criteria for admission is:

- 'Be an adult woman without children who is a victim of human trafficking for the purpose of sexual exploitation.
- 'Be identified as a victim of trafficking or potential victim as part of the assessment. (The identification of the victim by the police is not an essential criterion.)
- 'To need shelter given the danger posed by violence, threats and pressure from the operating network.
- 'Seek help to escape a network and leave the prostitution situation…'[400]

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18.3 The Collective 'Together against Human Trafficking'

18.3.1 The Collective 'Together against Human Trafficking' is a network of 28 French associations that are 'directly or indirectly involved with victims of exploitation and trafficking of human beings in all its forms in France or in the countries of transit and origin of trafficking.'[401] The Collective's members are listed on its website, including a description of each member's services and/or support[402].

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[398] Association Foyer Jorbalan, Welcome, no date
[399] Association Foyer Jorbalan, Our missions, no date
[400] Association Foyer Jorbalan, Admission procedures, no date
[401] Collective 'Together against Human Trafficking', The Collective, no date
[402] Collective 'Together against Human Trafficking', Members, no date

18.4 The Committee Against Modern Slavery

18.4.1 The Committee Against Modern Slavery (Comité Contre l'Esclavage Moderne CCEM) has a team of 14 people (including 11 full-time employees and 2 to 3 interns) and a network of more than 80 volunteers (lawyers, psychologists, translators, doctors, students or retirees)[403]. The website explained the purpose of the organisation (translated in-house):

'The CCEM fights against all forms of slavery, servitude and human trafficking for the purpose of labour exploitation…

'… the mandate of the CCEM includes victims of trafficking for the purpose of forced begging or coercion to commit crimes. The CCEM supports victims, the vast majority of whom are women or girls in a situation of domestic servitude, but also male victims of human trafficking for economic purposes in the construction, catering, trade, crafts, small businesses or agriculture sectors. It provides them with comprehensive social, legal and administrative support... The CCEM also acts to raise awareness among professionals and the general public and to enforce legislation…'[404]

18.4.2 The CCEM provided information about the identification and reception of trafficking victims:

'For years, the CCEM has been receiving new reports [of trafficking victims] every day. Social workers, volunteers or professionals from associations, neighbours, shopkeepers, labour inspectors, gendarmes, police officers, emergency doctors, and even simple attentive passers-by, report [trafficking victims to the CCEM]…

'Before deciding on care, the CCEM studies the background of each person reported as well as his or her current situation as part of a holistic approach (legal, administrative and social). The average time between a telephone report and effective care is 1 to 3 months (average of 46 days) depending on the information provided by the reporter and after the person's agreement. Some care is decided on an emergency basis, particularly in the event of violence and the need for immediate shelter. The care provided lasts on average four to five years at the social level and can go up to 12 years at the legal level…

'…The number of new victims treated each year varies between thirty and forty people. They are usually women, who ask for help and assistance…'[405]

18.4.3 The CCEM also provided information about legal support provided, which included the following:

'… It is common for the CCEM to assist victims in proceedings [against perpetrators] that can last several years…

'…In parallel with criminal proceedings, the Committee often accompanies people before other courts, such as the Labour Court or the administrative courts…

'When the people being accompanied are foreigners and in administrative precariousness, the CCEM's legal team accompanies them in their regularisation procedures or in their asylum application. These steps are

[403] CCEM, Our Mission, no date
[404] CCEM, Our Mission, no date
[405] CCEM, Reception and associative life, no date

essential for any access to rights and real protection, according to French law.

'This support requires support in drafting the asylum application or submitting an application for a residence permit, as well as various forms of support to the prefectural services and OFPRA. To assert their right, it is sometimes necessary to refer the matter to the administrative courts (administrative courts, administrative courts of appeal, national court of asylum, etc.).'[406]

18.4.4 The CCEM also provided information about social and psychological support offered to trafficking victims:

'…People benefit from an individualised support project that allows the person and the social worker to define the priorities, objectives and needs of the support…

'The people in care are … supported in accessing basic needs as well as their procedures for access to rights with the administrations, in particular for access to health coverage, or the opening of a bank account.

'For accommodation, the CCEM supports people supported within the framework of common law mechanisms … to find shelter and accommodation solutions. In addition, the CCEM has an emergency apartment with 6 places for women...

'In order to better support people in their integration process, cultural and well-being assistance is also offered. The CCEM's professional integration work is carried out by a volunteer (former integration professional) in order to support people in building an integration pathway, access to training, job search, etc.

'The CCEM also offers psychological support and guidance to victims in care.

'… after an initial individual meeting and an assessment of the victim's condition, … the psychologist offers him more or less regular care. Follow-up takes place in French, Arabic or English.

'In parallel with this follow-up, the CCEM psychologist can accompany the people in care from time to time during key moments in their procedure, such as the filing of a complaint, the confrontation with the perpetrators or the court hearing.

'The psychologist is also required to manage emergency situations, in close collaboration with the competent organisations… People are generally redirected to partner structures for longer-term psychological follow-up or psychiatric support…'[407]

18.4.5 CCEM's 2024 activity report, published in July 2025, provided details of the number of people supported during the year and the type of support received[408]. CPIT has selected and summarised relevant information in the table below:

[406] CCEM, Legal support, no date
[407] CCEM, Social and psychological support, no date
[408] CCEM, 2024 Activity Report (pages 5, 14 and 18), July 2025

Type of support	Support provided
Identification and reception	390 reports received relating to potential victims 327 individuals supported (57% women) 73 newly supported individuals
Legal support	306 people assisted 209 ongoing criminal proceedings 36 initial grants of L425-1 residence permits (and 77 renewals) 4 grants of international protection; 1 appeal hearing before the CNDA; 3 asylum applications pending at OFPRA
Social and psychological support	176 people supported 2,758 emergency overnight stays 187 in-house psychological consultations 41 people receiving psychological support 22 new applications for supplementary health insurance (CSS) and 14 renewals

18.4.6 CCEM's activity report noted that in June 2024 the organisation opened secure emergency accommodation for men, with a capacity of 4 people[409].

18.4.7 CCEM's 2024 activity report noted that first contact can be made by either professionals or individuals. In 2024, most reports (33%) were initiated by the potential victim. Reports were also submitted by other sources including social workers, third parties, and family and friends. Of the 390 reports examined, 73 people received support. CCEM commented that insufficient funding meant that not all reported victims received support. Those who are not supported by CCEM are referred to other organisations[410].

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18.5 Freedom for the Captives

18.5.1 Freedom for the Captives (Aux Captifs, la Libération) is an association of volunteers and professionals, which provides assistance to people in precarious situations including homeless people, sex workers and VoT[411]. The organisation has 10 branches in Paris, plus branches in Lyon, Nîmes, and Bordeaux[412].

18.5.2 Regarding support for VoT for the purpose of sexual exploitation, the website stated: 'We support [victims] in a holistic way, … but we also offer them, if they wish, more specific support by helping them to file a complaint against the [trafficking] network, by physically accompanying them during judgments, by helping them and their families to take shelter from the network. This was

[409] CCEM, 2024 Activity Report (page 15), July 2025
[410] CCEM, 2024 Activity Report (pages 10 and 11), July 2025
[411] Aux Captifs, Home, no date
[412] Aux Captifs, Our branches, no date

done in collaboration with the French State and in particular the MIPROF…'[413]

18.5.3 The assistance provided for women in prostitution includes the following:

- Outreach: 'Most of the people we met are victims of Human Trafficking networks. … if they wish, they get involved in the activities of the branch, … or even start social support and enter into a Prostitution Exit Pathway.'[414]
- Reception centres: '… are open all year round for people who wish to take a breather, be listened to, talk, … request social support, receive their mail...'[415]
- Support and social follow-up: 'This comprehensive support is provided by teams of volunteers and professional social workers, very often in collaboration with associative and specialised public partners: In the health and social sphere: administrative domiciliation, access to social rights, assistance with housing, legal aid, professional integration, health orientation, exit from prostitution…'[416]

18.5.4 An undated article on the website reported 15,000 meetings per year (but didn't specify which year nor the nature of the meetings) and 400 people supported in social initiatives (but didn't specify what the initiatives were nor the time period)[417].

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18.6 The National Ac.Sé Scheme

18.6.1 The National Network for the Assistance and Protection of Human Trafficking Victims (le Dispositif National Ac-Sé) is a national network of shelters and organisations specialising in human trafficking, which is financed by the Ministry of Women's Rights and the Ministry of Justice[418]. Ac-Se's website noted: 'Our missions are:

- 'To protect adult victims of human trafficking for the purpose of exploitation or forced marriage, in danger or vulnerable, by providing an opportunity to relocate
- 'To operate a resource centre… aimed at all intervening actors in contact with potential victims (legal and social services advice by phone, publication of technical documents, organisation and presentation of training sessions and seminars...).'[419]

18.6.2 In correspondence with the Home Office, Ac.Sé explained, 'The national Ac.Sé system relies on a network of partners (associations), accommodation centres or referral services to organise the shelter and comprehensive social support of victims of human trafficking or pimping, who are adults and in danger locally, by offering them geographical distance from the place of

[413] Aux Captifs, Fight against trafficking in human beings, no date
[414] Aux Captifs, Outreach - Street tours and digital tours, no date
[415] Aux Captifs, Reception Centres, no date
[416] Aux Captifs, Support and social follow-up, no date
[417] Aux Captifs, Prostitution, no date
[418] Ac.Sé, About Ac.Sé, no date
[419] Ac.Sé, About Ac.Sé, no date

exploitation and/or the locations of the exploiters' networks.'[420] There are 120 organisations operating under the Ac.Sé umbrella, which are spread throughout mainland France. Ac.Sé supports adult VoT – plus their spouses and/or children – who are in danger locally. Victims are supported 'regardless of gender, nationality, or administrative status'[421]. For more information on Ac.Sé's eligibility criteria see Number and characteristics of victims supported by NGOs

18.6.3 CPIT has produced a table using data provided by Ac.Sé to show the characteristics of victims supported by the network in 2024[422]:

Characteristics of victims supported by Ac.Sé in 2024	**%**
Sex:	
Male	15
Female	85
(transgender - nil)	
Age:	
18 to 25	37
26 to 30	25
31 to 40	23
41 and over	15
Type of exploitation:	
Pimping and sexual exploitation	78
Human trafficking for labour exploitation	17
Human trafficking for the purpose of committing crimes under duress	3
Human trafficking for the purpose of forced begging	2

18.6.4 Ac.Sé provided additional information about support available through the network:

'Around 70 accommodation centres spread across the territory, the locations of which are kept secret for security reasons. In 2024, we received 102 referral requests concerning 145 people (including children and spouses)… [and the network] supported 132 people, including 39 children. All those taken into care benefit from comprehensive social support aimed at their social and professional reintegration which can lead them to sufficient autonomy to be directed towards long-term housing.'[423] Ac.Sé also noted that victims who did not meet the organisation's eligibility criteria (adult and locally endangered) could seek support from local NGOs[424].

18.6.5 Ac.Sé monitors the progress/ outcomes for VoTs who access its services/ support by 'Coordination of the process throughout the entire duration of care; annual sending of a questionnaire to all partners to review the past year; organisation of regular summary meetings in the presence of victims.'[425] Support is provided for a maximum of 2 years[426].

18.6.6 The February 2026 Z&F expert report noted several limitations of the Ac.Sé

[420] National Ac.Sé Scheme, Q&A (2.1.1) [Available on request], 17 September 2025
[421] National Ac.Sé Scheme, Q&A (2.1.1/2/3) [Available on request], 17 September 2025
[422] National Ac.Sé Scheme, Q&A (6.1.2) [Available on request], 17 September 2025
[423] National Ac.Sé Scheme, Q&A (4.1.2) [Available on request], 17 September 2025
[424] National Ac.Sé Scheme, Q&A (6.1.3) [Available on request], 17 September 2025
[425] National Ac.Sé Scheme, Q&A (5.1.1/2) [Available on request], 17 September 2025
[426] National Ac.Sé Scheme, Q&A (5.1.3) [Available on request], 17 September 2025

scheme including:

- The scheme is limited to situations where VoTs face a danger in France and therefore excludes VoTs whose mistreatment occurred exclusively outside of France and which does not continue on the French territory
- The available accommodation is insufficient to meet the needs of all identified victims[427].

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18.7 The Nest Association

18.7.1 The Nest Association (Amicale du Nid) is a NGO working with people involved in sex work, including victims of trafficking. The website states:

'The Amicale du Nid welcomes women, men, transgender people, people in danger, who have known or are in a situation of prostitution. It offers support towards the exit from prostitution. To do this, the Amicale du Nid:

- …Accompanies people, at their own pace and according to their request, with a view to socio-professional integration
- Offers emergency or integration accommodation, workshops to adapt to working life, adapted housing'[428]

18.7.2 The organisation has a presence in 16 Departments[429]. An undated article on the website stated, '… the association meets more than 4,800 people in a situation or at risk of prostitution each year, welcomes and accompanies more than 5,000, and accommodates more than 400.'[430]

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19. Human rights law

19.1.1 There are 9 core international human rights instruments, of which France is a state party to 8[431] [432].

19.1.2 France is a member of the Council of Europe (CoE)[433], members of which must accept '… the principles of the rule of law and of the enjoyment by all persons within its jurisdiction of human rights and fundamental freedoms.'[434] France has ratified the European Convention on Human Rights (ECHR)[435] as well as other CoE conventions protecting fundamental rights[436].

19.1.3 A September 2025 ECtHR press country profile of France noted: 'The Court dealt with 709 applications concerning France in 2024, of which 662 were declared inadmissible or struck out. It delivered 32 judgments (concerning 47 applications), 12 of which found at least one violation of the European Convention on Human Rights.'[437]

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[427] Zimeray & Finelle Avocats, Expert report of François Zimeray (pages 31 to 32), 9 February 2026
[428] Amicale du Nid, Presentation - Amicale du Nid, no date
[429] Amicale du Nid, Establishments, no date
[430] Amicale du Nid, Presentation - Amicale du Nid, no date
[431] OHCHR, The Core International Human Rights Instruments and their monitoring bodies, no date
[432] OHCHR, Status of ratification interactive dashboard, no date
[433] CoE, Statute of the Council of Europe (ETS No. 001), 03 August 1949
[434] CoE, Statute of the Council of Europe (ETS No. 001), 03 August 1949
[435] ECtHR, ECHR, 1 August 2021
[436] CoE, Treaty list for a specific State (France), 3 April 2025
[437] ECtHR, Press Country Profile: France, September 2025

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20. Human rights oversight

20.1.1 The Commission Nationale Consultative des Droits de l'Homme (CNCDH) (National Consultative Commission on Human Rights) is France's national institution for the protection and promotion of human rights. Additionally, it monitors France's compliance with its international commitments regarding human rights, humanitarian law, and public freedoms [438].

20.1.2 The CNCDH has been accredited by the Global Alliance of National Human Rights Institutions (GANHRI) as being fully compliant[439] with the Paris Principles, which 'set out the minimum standards that NHRIs [National Human Rights Institutions] must meet in order to be considered credible and to operate effectively.'[440] GANHRI is a worldwide network which represents 118 national human rights institutions[441].

20.1.3 ECRI noted in its 2022 report:

'The main equality body in France is the Défenseur des Droits (Defender of Rights, DDD)… In particular, the DDD is responsible for dealing with all forms of discrimination, both direct and indirect, in all areas of public and private law. The DDD… can make recommendations on existing legislation or regulations and issue orders ("injonctions") [injunctions] in cases of non-compliance… the DDD investigates complaints and can provide assistance to victims, offering in particular to mediate or making submissions to a court… The DDD's decisions have the status of administrative decisions and are not binding…'[442]

20.1.4 The Service-Public website provided information about the Inspector-General of facilities for the deprivation of liberty (Contrôleur général des lieux de privation de liberté, or CGLPL) (translated in-house). The website stated, 'This is an independent administrative authority which intervenes to put an end to an infringement of the fundamental rights of persons deprived of liberty. This authority has the power to inspect the establishments depriving them of their liberty. It can be referred to by the persons deprived of liberty or by any person who notices a violation of their rights…'[443] The CGLPL's mandate includes inspections of CRAs (administrative detention centres), with the most recent report published in June 2025 following a visit to a CRA in Nice[444].

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21. Irregular migrant camps

21.1.1 Various sources have reported on conditions in irregular migrant camps and attempts by the French authorities to clear the camps. Most of the reporting relates to camps in Paris and Calais:

- Associated Press, French police evict hundreds from abandoned Paris

[438] CNCDH, Presentation, updated 30 July 2025
[439] GANHRI, Status accreditation chart, 4 June 2025
[440] GANHRI, Paris principles, no date
[441] GANHRI, Members, no date
[442] ECRI, ECRI Report on France (sixth monitoring cycle) (page 7), adopted 28 June 2022
[443] Service-Public, Inspector General of Places of Deprivation of Liberty, no date
[444] CGLPL, Report on the fifth visit to the administrative detention centre in Nice..., 17 June 2025

warehouse ahead of Olympics, 18 April 2024

- POLITICO, Calais' Jungle is gone, but the migrants keep coming, 2 July 2024
- BBC News, Mayors call for PM to visit Calais migrant camps, 3 March 2025
- INFOMIGRANTS, Paris police evict unaccompanied minors from Gaîté Lyrique amid clashes, 18 March 2025
- Brussels Reporter, French authorities begin clearing migrant camps along the Seine in Paris, 1 April 2025
- InfoMigrants - Tough on migrants, France clears squatter camp in Calais and stops boat migrants, 1 October 2025

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Research methodology

The country [of origin] information (COI) in this note has been carefully selected in accordance with the general principles of COI research as set out in the Common EU [European Union] Guidelines for Processing Country of Origin Information (COI), April 2008, and the Austrian Centre for Country of Origin and Asylum Research and Documentation's (ACCORD), Researching Country of Origin Information – Training Manual, 2024. Namely, taking into account the COI's relevance, reliability, accuracy, balance, currency, transparency and traceability.

Sources and the information they provide are carefully considered before inclusion. Factors relevant to the assessment of the reliability of sources and information include:

- the motivation, purpose, knowledge and experience of the source
- how the information was obtained, including specific methodologies used
- the currency and detail of information
- whether the COI is consistent with and/or corroborated by other sources

Commentary may be provided on source(s) and information to help readers understand the meaning and limits of the COI.

Wherever possible, multiple sourcing is used and the COI compared to ensure that it is accurate and balanced, and provides a comprehensive and up-to-date picture of the issues relevant to this note at the time of publication.

The inclusion of a source is not, however, an endorsement of it or any view(s) expressed.

Each piece of information is referenced in a footnote.

Full details of all sources cited and consulted in compiling the note are listed alphabetically in the bibliography.

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Terms of Reference

The 'Terms of Reference' (ToR) provides a broad outline of the issues relevant to the scope of this note and forms the basis for the country information.

The following topics were identified prior to drafting as relevant and on which research was undertaken:

- Asylum/refugee law and policy
  - International, regional, domestic
  - Protection status categories and associated documentation and rights
  - Ineligibility and revocation
- Refugee Status Determination (RSD) framework
  - Roles/responsibilities of the state, UNHCR, other organisations
  - Access to and operation of the asylum procedure
  - Access to information, assistance and support (including interpreters and legal representation)
  - Provisions/support for claimants with specific needs
  - Right of appeal
  - Oversight/monitoring/complaint mechanisms
- RSD capacity and outcomes
- Wellbeing and integration
  - Accommodation
  - Employment
  - Healthcare
  - Other assistance (including financial)
- Removals
  - Refoulement
  - Voluntary and enforced removals
- Detention for immigration purposes
- Modern slavery and human trafficking

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Version control and feedback

Clearance

Below is information on when this note was cleared:

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Official – sensitive: Not for disclosure – Start of section

The information in this section has been removed as it is restricted for internal Home Office use only.

Official – sensitive: Not for disclosure – End of section

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Feedback to the Home Office

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Information about the IAGCI's work and a list of the documents which have been reviewed by the IAGCI can be found on the Independent Chief Inspector's pages of the gov.uk website.

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